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ABSTRACT

This document is an analysis of statewide educational data procured by the New York State Education Department and presented to the Governor and the Legislature. Data are primarily derived from information submitted by superintendents of schools. This fifth in the series of annual reports again shows that students in affluent areas do reasonably well and those in poverty do poorly. It is apparent that the students with the greatest needs often have the fewest resources. The following data are provided: (1) enrollment trends; (2) resources; (3) participation rates; (4) student performance; (5) attendance and high school completion; and (6) postsecondary education and employment. Overall, the patterns of educational inequality and the breadth of these inequalities have not changed since the reports began in 1988. Information about New York schools is presented in 94 tables and 95 figures. Appendix A lists data resources, Appendix B is an annotated bibliography of state educational publications, and Appendix C provides information on non-public schools in an additional six tables. (SLD)

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A Report to the Governor and the Legislature on the Educational Status of the State's Schools: Submitted February 1993

The University of the State of New York • The State Education Department
Albany, New York 12234

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Statewide Profile of the Educational System

To the Governor and the Legislature of the State of New York:

Chapter 655 of the Laws of 1987 (which amended Section 215-a of State Education Law) requires the Board of Regents and the State Education Department to submit an annual report to the Governor and the Legislature with respect to "enrollment trends; indicators of student achievement in reading, writing, mathematics, science and vocational courses; graduation, college attendance and employment rates; . . . (and) information concerning teacher and administrator preparation, turnover, in-service education and performance." The law further states that: "To the extent practicable, all such information shall be displayed on both a statewide and individual district basis and by racial/ethnic group and gender."

The annual report is presented in two parts. The first is an analysis of statewide data contained in the publication, *New York, the State of Learning: Statewide Profile of the Educational System*. The second part is the individual district profiles contained in this document. Data in both publications were derived, primarily, from information submitted by Superintendents of Schools to the Department's Information Center on Education and Division of Educational Testing. The data highlighted in the publication were selected in accordance with the specific mandates of Section 215-a of Education Law. There are, of course, other data regarding student performance, instructional programs, support services, and resources which must be considered in order to develop fully comprehensive profiles of school districts.

The information contained in this report should be helpful to the Governor, the Legislature and the citizens of New York State in assessing the effectiveness of the many educational programs supported by the State, and in working with the Board of Regents and school officials to improve learning outcomes for our children and youth.

Thomas Sobol

THOMAS SOBOL
President of The University
of the State of New York
and Commissioner of Education

NEW YORK

THE STATE OF LEARNING

A Report to the Governor and
the Legislature
on the
Educational Status of the
State's Schools

STATEWIDE PROFILE OF THE EDUCATIONAL SYSTEM

The University of the State of New York/The State Education Department
Albany, New York 12234
February 1993

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PREFACE

This is the fifth annual report on the state of the State's schools written pursuant to legislation enacted in 1987. The reader of the series will find that this year's numbers have changed somewhat. The pattern has not.

Once again we see a bimodal curve of achievement, with students in affluent suburban areas doing reasonably well and students living in concentrated pockets of poverty, especially our large cities, doing poorly. Once again we see a strong link among poverty, minority status, and lack of achievement. Once again we see that students with the greatest needs often have the fewest educational resources.

Bespeckling this dismal picture are spots of hope. Scores on tests of certain basic skills have risen. The annual dropout rate has declined, albeit slightly. New York State students tend to distinguish themselves on such national measures as Advanced Placement examinations and Westinghouse Scholarships. And here and there, obscured by the report's statistical averages, lie individual schools where great educational gains are being made against great odds—schools which we increasingly are identifying and bringing to the attention of the public and school practitioners throughout the State.

These positive developments need to be nurtured and extended. But what the data contained in this report make abundantly clear is the urgent need to improve learning results for all our children, and most especially for those many who live in poverty. A society which fails to invest adequately in its children—financially, yes, but also with time and attention and discipline and love—cannot long prosper. And a society that continues on a divided course risks the loss of its common soul.

In 1991 the Regents developed, in broad consultation with people throughout the State, a new approach to improving elementary and secondary education results in the 1990s—an approach called *A New Compact for Learning*. As this report goes to print, steps to implement the principles of the New Compact are well under way. Let us hope that future reports will reflect the positive outcomes of these efforts.

One tenet of the Compact is that "It takes the whole village to raise a child." We are all part of the village, and in one way or another we all affect the environment in which our children grow and learn. The Regents and the staff of the State Education Department look forward to working in partnership with all New Yorkers to produce for children the learning results they and we so sorely need.

Thomas Sobol

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THOMAS SOBOL
President of The University of
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Commissioner of Education

BOARD OF REGENTS—REPORT TO GOVERNOR, PRESIDENT PRO TEM OF SENATE AND SPEAKER OF ASSEMBLY—EDUCATIONAL STATUS OF STATE'S SCHOOLS

Memoranda relating to this chapter, see Legislative and Executive Memoranda, post

CHAPTER 655

Approved and effective Aug. 5, 1987

AN ACT to amend the education law, in relation to providing for the annual submission by the regents of the university of the state of New York to the governor and the legislature of a report on the educational status of the schools

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

§ 1. Legislative findings. The legislature hereby finds that the state annually devotes extensive resources to education and that it is important to insure that such resources are spent effectively and efficiently. Accordingly, the legislature determines that the board of regents should submit to the governor, the president pro tem of the senate and the speaker of the assembly an annual report setting forth the educational status of the state's schools. This report will assist the governor and legislature in assessing the efficacy of the many educational programs supported by the state.

§ 2. The education law is amended by adding a new section two hundred fifteen-a to read as follows:

§ 215-a. Annual report by regents to governor and legislature

The regents of the university of the state of New York shall prepare and submit to the governor, the president pro tem of the senate, and the speaker of the assembly, not later than the first day of January, nineteen hundred eighty-nine and the first day of January of each year thereafter, a report concerning the schools of the state which shall set forth with respect to the preceding school year: enrollment trends; indicators of student achievement in reading, writing, mathematics, science and vocational courses; graduation, college attendance and employment rates; such other indicators of student performance as the regents shall determine; information concerning teacher and administrator preparation, turnover, in-service education and performance; and such other information as requested by the governor, the president pro tem of the senate, or the speaker of the assembly. To the extent practicable, all such information shall be displayed on both a statewide and individual district basis and by racial/ethnic group and gender. The regents are authorized to require school districts, boards of cooperative educational services and nonpublic schools to provide such information as is necessary to prepare the report. In preparing the report, the regents shall consult with other interested parties, including local school districts, teachers' and faculty organizations, school administrators, parents and students.

§ 3. This act shall take effect immediately.

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NEW YORK: THE STATE OF LEARNING

A Report to the Governor and the Legislature
on the Educational Status of the State's Schools

February 1993 Edition

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HIGHLIGHTS OF THE 1993 REPORT

In fall 1991, the State public school system comprised 717 districts, 3,953 schools, and 2,593,015 students; an additional 469,058 students attended 2,157 nonpublic schools.

The majority of State public and nonpublic school students were White (61.2 percent); 19.1 percent were Black; 15.1 percent were Hispanic; 4.6 percent were members of other minority groups.

Minority students were concentrated in certain districts; for example, 81.4 percent of New York City—and 61.8 percent of Large City—public school students were members of minority groups.

In 1990-91, expenditures for public elementary and secondary education totaled $20.9 billion; the State provided 42.9 percent of these revenues.

In 1990-91, the median district expenditure per pupil was $7,494; the districts at the 10th and 90th percentiles spent $6,327 and $11,943; New York City spent $7,494 per pupil.

In 1991-92, 180,000 classroom teachers and 32,000 other professional staff worked in the State public schools, 7,000 (3 percent) fewer than the previous year.

Teachers in high-minority schools (81-100 percent minority) were almost three times as likely as teachers in low-minority schools (0-20 percent minority) to be uncertified.

Statewide, public schools owned one microcomputer for every 13.3 students; by school category, the ratio of students to microcomputers varied from 18.6:1 in New York City to 9.9:1 in Rural Districts.

In 1991-92, special-education programs served 289,000 (11 percent) students statewide. At the secondary level, Blacks were 4.5 times as likely—and Hispanics were 3.8 times as likely—to be enrolled as Whites.

In 1992, public and nonpublic schools performed better on four of the five Pupil Evaluation Program (PEP) tests than they had in 1988. The exception was the third-grade reading test, which documented that 20.6 percent of third-graders could not comprehend the simplest, connected sentences.

The following percentages of State students demonstrated mastery on PEP tests: third-grade reading, 30.7; third-grade mathematics, 24.4; sixth-grade reading, 47.4; and sixth-grade mathematics, 12.7.

Third-graders in low-minority schools were almost four times as likely to demonstrate mastery in reading as third-graders in high-minority schools.

In 1992, of State average secondary enrollment, 11.1 percent demonstrated mastery on the Regents comprehensive English examination; 24.3 percent, on the Regents sequential mathematics I examination.

Students in low-minority schools were 13 times as likely to demonstrate mastery on the English exam—and 5 times as likely, on the mathematics exam—as students in high-minority schools.

In 1990-91, 4.4 percent of students dropped out of State high schools without completing graduation requirements. In schools with many poor and minority students, 11.1 percent dropped out.

In fall 1991, almost 984,000 persons were enrolled in colleges and universities in the State; the State's colleges and universities awarded 183,000 degrees, 18.9 percent to minority students.

NEW YORK: THE STATE OF LEARNING

A Report to the Governor and the Legislature on the Educational Status of the State's Schools

EXECUTIVE SUMMARY

Section 215 of Education Law, as amended by Chapter 655 of the Laws of 1987, requires the Board of Regents and the State Education Department to submit an annual report on the educational status of the schools in the State to the Governor and the Legislature. The report is intended to assist in assessing the effectiveness of State-supported educational programs and to inform policy that will improve the effectiveness of our schools.

By law, the report must address "enrollment trends; indicators of student achievement in reading, writing, mathematics, science and vocational courses; graduation, college attendance and employment rates; . . . [and] information concerning teacher and administrator preparation, turnover, in-service education and performance." The law further requires that all such information shall be displayed—to the extent practicable—on both a statewide and individual district basis and by racial/ethnic group and gender.

This, the fifth annual report, presents a statistical portrait of the elementary and secondary education system. The most current data available are reported. For performance measures, enrollment, and professional staff characteristics, the data are generally for 1991-92; for fiscal resources, attendance, high school completion, and postsecondary degrees conferred, for 1990-91. The report is organized into two volumes. This volume, *Statewide Profile of the Educational System*, displays information about public and nonpublic schools for the State as a whole and for five public school categories—New York City, Large City Districts, Other City Districts, Suburban Districts, and Rural Districts—and two nonpublic school categories—New York City and Other Nonpublic. The second volume, *Statistical Profiles of Public School Districts*, displays comparable data for individual districts and summary data for the five public school categories.

The data highlighted in the publication were selected in accordance with the mandates of Section 215-a of Education Law. Of course, other data regarding student performance, instructional programs, and resources need to be considered to develop a fully comprehensive profile of the State's schools. However, these two volumes provide sufficient information to discern important patterns of participation and achievement. The major findings of the report follow.

Introduction

The current report, like previous reports, documents wide variations in student achievement among districts in New York State. These variations are associated with differences in the social and economic context within which districts operate. Some districts have disproportionate numbers of children who are at risk of being educationally disadvantaged. These children are more likely than others to have poor schooling outcomes. This result, however, is not inevitable. All children can learn given appropriate instructional, social, and health services. The fact that so many of our children are not learning attests to our failure to provide these necessary services. Consequently, the report describes not only the differences among schools in student achievement but also differences in demographic characteristics and in fiscal and personnel resources. These analyses reveal that those children who were most at-risk of school failure received fewer resources than their more advantaged peers.

The introduction addresses minority enrollments, concentration of students in poverty, school student stability, and the prevalence of immigrant, homeless, and students with limited English proficiency to provide a context for describing and understanding differences among school categories in enrollment trends, resources, participation, performance, school completion, and college-going rates.

In fall 1991, New York State's public school system included 717 districts, 3,953 schools, and 2,593,015 students. Approximately one-half of these students attended urban schools; the other half attended suburban and rural schools. An additional 469,058 students attended 2,157 nonpublic schools.

School districts varied widely in the racial/ethnic (minority) composition of their students. Suburban and Rural Districts enrolled the smallest percentages of minority students; New York City, the largest. Minorities constituted 81.4 percent of New York City's public school enrollment, compared to 16.7 percent of public enrollment elsewhere. Statewide, the majority of public schools had less than 20 percent minority enrollment; 7.2 percent of minority students attended such schools. Most minority students (61.9 percent) attended schools with relatively few nonminority students.

Poverty has a pervasive effect on children's physical, emotional, and cognitive health. Research has documented that poor children are more likely than others to go without necessary food, shelter, and health care; less likely to be in good preschool programs or day care settings; more likely to be retained in school, drop out, become teenaged parents, and be unemployed. Some schools in New York State have very large percentages of children who, in the principal's judgment, come from families receiving public assistance. Across the State, 23.2 percent of public school students attended schools with concentrated poverty; that is, where 41 percent or more students came from families receiving public assistance. These schools were more likely to be in urban than in suburban or rural districts. Further, minority students were more likely than nonminority students to attend schools with concentrated poverty. Despite the fact that schools cannot control the economic situation of their students, this report documents the relationship between poverty and achievement for two reasons. First, we have a responsibility to ensure that all children learn, regardless of their family circumstances. Second, we hope that the documentation of this relationship will inspire solutions that will remove children from the devastating circumstances of poverty.

Another indicator of student poverty status and its relative concentration is the number of applications for the free- and reduced-price-lunch program. Across the State, 1,434 public schools (36.3 percent) had relatively low concentrations of poverty by this measure; fewer than 20 percent of their students applied for the free- and reduced-price-lunch program. On the other hand, 501 schools had exceptionally high concentrations of poverty; 80 percent or more of their students applied.

One obstacle to educational progress is frequent transfers between schools. Moreover, schools that have many children transferring in and out during a school year have more difficulty meeting students' individual needs than do schools with stable enrollments. Therefore, educators are concerned about achievement in schools with unstable enrollments. A school's student stability rate is estimated by the percentage of students in its highest grade who were also enrolled in the same school during the previous year. Statewide, 27 percent of schools had unstable enrollments; that is, 80 percent or fewer students had been enrolled the previous year.

Language-minority students come from diverse ancestries and linguistic backgrounds. Some language-minority students understand and speak little or no English, while others may be proficient in

English. Language-minority students are identified as limited English proficient (LEP) if they score below the fortieth percentile on an approved language-assessment instrument. Statewide, six percent of students—165,484 public school students and 19,373 nonpublic school students—were identified as limited English proficient in 1991-92. LEP students were concentrated in New York City where public and nonpublic schools enrolled 81 percent of all identified LEP students in the State.

Newly immigrated children may require a variety of special services to ensure a smooth transition to American schools. Federal grants from the Emergency Immigrant Education Assistance (EIEA) Program are available to districts that have either 500 students, or 3 percent of their student enrollment, meeting the Federal guidelines for newly immigrated students (having been in the United States three years or less). The majority (91 percent) of the 140,000 State students eligible for the EIEA program attended New York City public schools. One in eight City public school students was eligible for the program. The remaining students attended schools in the 45 other eligible districts in the State.

For some children, the problems of poverty are compounded by homelessness. In April 1992, 11,782 children were served in shelters for the homeless run by the Department of Social Services. Most of these children—8,907—resided in New York City. The number of New York City homeless children has increased steadily since 1990, when 6,420 children were served in shelters. In contrast, the number of children served in the rest of the State has decreased during this period from 3,256 to 2,875. Homeless children and their families have a variety of urgent needs, such as basic skills tutoring, extended day care, pupil support services, and continuity and stability of instructional program.

Enrollment Trends

During the 1991-92 school year, 3.06 million students were enrolled in the State's public and nonpublic schools. Approximately 2.59 million (more than 84 percent) attended public schools; the remaining 15.3 percent attended religious and nonsectarian nonpublic schools.

Total public and nonpublic school enrollment declined by 28 percent between 1971 and 1991. A reversal of this two-decade trend began in fall 1990, when public school enrollments increased by 31,000 students, and continued in fall 1991. The upward trend in public school enrollments is expected to continue through the decade, while nonpublic school enrollments are expected to continue to decline.

The minority share of the total public and nonpublic enrollment has increased. Between fall 1971 and fall 1991, the percentage of minority enrollments in the public schools increased from 26 percent to over 40 percent. In nonpublic schools, minority enrollments during the same period more than doubled (from 13.6 percent to 30.1 percent). While the Black enrollment share in public schools did not increase as much as that of other minority groups, Blacks had the largest percentage increase in nonpublic schools.

Resources

Education may be the nation's largest enterprise in terms of the number of people involved (teachers, students, and others), the investment of time, and the fiscal resources required to operate it. In New York State alone, elementary and secondary education is a $21-billion industry; but resources available to individual districts vary significantly. This discrepancy is important because a district's fiscal capacity determines its ability to acquire the resources that most directly affect instructional quality—personnel, instructional materials, and technology.

Public School Finance. During 1990-91 (the most recent year for which complete data are available), approximately $20.9 billion were expended to support public elementary and secondary education in New York State. Of the total revenues generated, 42.9 percent were from State sources, 53.7 percent from local sources, and 3.4 percent from Federal sources. From 1986-87 to 1990-91, State aid increased $2.3 billion (35.1 percent). In 1991-92, State aid dropped from almost $9 billion to an estimated $8.5 billion. The consequences of this reduction on school finance will be described in next year's report.

In its effort to ensure a sound basic education to every child, the State contributes larger amounts of aid to districts with less ability to raise local revenues. Each district's ability to support the education of resident pupils with local revenues is estimated by determining the ratio of the district's property and personal income wealth per pupil to the corresponding State averages as established in law. As a district's wealth increases relative to the State average, so does its combined wealth ratio (CWR). Suburban Districts had the largest composite CWR (1.122) and consequently received the smallest percentage (35.2 percent) of their revenues from the State. Rural Districts had the smallest composite CWR (0.578) and received the largest percentage of revenues from the State (60.1 percent).

There were dramatic differences among school districts in expenditures per pupil in 1990-91. Statewide, the median district expenditure was $7,494, while the districts at the 10th and 90th percentiles spent $6,327 and $11,943. Expenditures in upstate Suburban, Rural, and Other City Districts were very similar: their median expenditures varied from $7,011 in the Rural and Other City Districts to $7,183 in the Suburban Districts. Expenditures in downstate districts were much higher. The median downstate Suburban and Other City Districts spent $11,352 and $12,405, respectively. In contrast, New York City spent substantially less ($7,494) than the districts at the 10th percentile in other downstate categories.

Public School Teachers and Administrators. Classroom teachers and school administrators are the persons most responsible for establishing expectations for students and for transmitting to students the knowledge, skills, and aspirations needed for academic success. The interaction between students and teachers is the core of the teaching-learning experience.

In 1991-92, compared with the previous year, over 7,000 (3 percent) fewer classroom teachers and other professional staff worked in the State's public schools, signalling the end of a decade-long growth trend. The precipitous decline in staff in the last year resulted in changes in other indicators: an increase in student-teacher ratios, an increase in turnover rates, a reduction in the percentage of uncertified teachers, and a decrease in median years' teacher experience. Professional salaries in all school categories, except New York City, increased.

New York State's teaching force had a median of 16 years' professional experience. Teachers were also highly credentialed; more than three-quarters of classroom teachers held permanent certification, and more than 30 percent had either a master's degree plus 30 credit-hours or a doctoral degree. Classroom teaching continued to be a female-dominated profession; two-thirds of the State's teachers were women. Males, in contrast, held a significantly greater percentage of administrative leadership positions. Over 93 percent of all public school superintendents were males.

Statewide statistics disguise important differences among school categories. Median teacher salaries ranged from a low of $35,788 in the Rural Districts to $49,040 in the Suburban Districts. On every teacher characteristic analyzed, except postsecondary credentials, New York City teachers were, on average, the least qualified among school categories. New York City had the largest percentage of uncertified teachers, the least experienced teachers, and the highest teacher turnover rate. Suburban Districts, in contrast, had the most experienced teachers and the fewest uncertified teachers.

In general, schools with high percentages of minority students had less experienced teachers, and more teachers who lacked certification in the subjects they taught, and such schools also experienced high teacher turnover rates. The vast majority of high-minority schools were located in New York City. While the City employed the highest percentage of teachers with educational credentials beyond the master's degree, City schools with the largest minority enrollments had the lowest percentage of these teachers. Further, while the median New York City salary was close to the State average, teachers in the highest-minority City schools earned the lowest average salaries in the district. Statistical analyses demonstrated that teacher qualifications such as experience, certification, and education were significantly related to learning as measured by the grade 3 reading PEP test.

The incidence of uncertified teachers indicates that New York State has a teacher shortage characterized by three dimensions—shortages in selected subject areas, such as special and bilingual education; shortages in selected geographic locations, such as rural and inner-city schools; and shortages by race and ethnicity, with an insufficient number of Black, Hispanic, and Native American teachers in proportion to the public school population. Further, more equitable representation of males and females among teachers, professional staff, and administrators is needed to provide students with same gender models playing various roles.

Learning Technology and Library Books. Although education and training comprise our nation's largest information industry, instruction has remained relatively unchanged by the forces that have reshaped other parts of our economy engaged in the transfer of information. New technologies make it possible to consider real improvements in the productivity of both teaching and learning by allowing teachers to tailor instruction to students' individual needs and interests. A recent survey found that teachers who used computers in instruction believed that computers can reform the classroom. Few schools, however, had even begun to tap the full potential of computers to enrich and reform instruction.

Statewide, schools owned one microcomputer for every 13.3 public school students. By school category, the ratio of students to microcomputers varied from 9.9:1 in the Rural Districts to 18.6:1 in New York City public schools. Similar discrepancies existed for other media equipment, such as video recorders/players, televisions, and library books.

Participation Rates

The changing composition of the State's school system brings into sharp focus issues of educational equity. It is essential for any assessment of school effectiveness to examine the success of schools in providing all students—regardless of race, ethnicity, gender, or disability—the opportunity to participate and succeed in the widest range of high-quality educational programs.

Prekindergarten programs are essential to ensuring that all children come to school ready to learn. Between 1971-72 and 1991-92, enrollment in prekindergarten programs operated by public and nonpublic schools expanded significantly. In 1971-72, 8.1 percent of the State's four-year-old population were enrolled in these programs. Twenty years later, the enrollment had increased to almost one-third (31.3 percent) of that population.

Public school prekindergartens are operated specifically to better prepare educationally disadvantaged four-year-olds for school. In districts outside the Big 5 cities, minority children were overrepresented in these programs as would be expected considering the disproportionate percentage of minority families living in poverty. In the Big 5 cities, minority representation in prekindergarten was roughly equivalent to that in the K-12 enrollment. The number of children served in public prekindergarten programs, particularly in the Big 5 cities (16,028), was small compared to the percentage characterized by indicators of educational disadvantage.

Currently, New York State's public schools participate in three programs intended to provide supplemental instruction to students determined not to be making satisfactory academic progress: the federally-funded Elementary and Secondary Education Act (ESEA) Chapter 1 program, and the State-supported programs for Pupils with Special Educational Needs (PSEN) and Pupils with Compensatory Educational Needs (PCEN). During 1991-92, 15.2 percent of the K-12 public school population received Chapter 1 services, while PSEN and PCEN programs served 13.2 percent of State public school students.

Since the mid-1970s, there has been a significant increase in enrollment in special-education programs operated by public school districts. In 1991-92, almost 289,000 students, or 11.0 percent of all public school students statewide, were enrolled in special education, compared to 6.6 percent in 1976-77. These increases are largely attributable to Federal and State legislative initiatives, court decisions, and changes in State Education Department policy.

The mandates to provide children with disabilities the program services that best meet their unique needs and to provide these services in the least restrictive way have caused schools throughout New York State to develop a continuum of special-education programs in regular and self-contained classrooms. Evidence cited in this report shows a severe overrepresentation of Black and Hispanic students in self-contained special-education classrooms. At the secondary level, where this overrepresentation is more pronounced, Black students were 4.5 times as likely—and Hispanics were 3.8 times as likely—to be enrolled as Whites.

Passing Regents examinations is one indicator of success in a rigorous course of study. Therefore, the degree to which all secondary students have access to and take Regents examinations is an important issue of educational equity. Analysis of the rates at which students from schools of varying minority composition participated in Regents examinations shows a discouraging pattern: as the percentage of minorities enrolled in a school increased, the percentage of students participating in all Regents examinations decreased. Generally, higher percentages of students in nonpublic schools than public schools took Regents examinations.

The Advanced Placement (AP) Program of the College Board offers students the opportunity to take college-level courses during secondary school. The results of these examinations are used by participating colleges to grant credit and/or advanced standing to entering students. In 1991, 798 State secondary schools participated in this program; in these schools 41,369 students took 61,806 examinations.

Between 1988 and 1991, participation by minority students in the AP program increased significantly. Nevertheless, minorities continued to be severely underrepresented among this elite group: in 1991, Blacks took four percent—and Hispanics took five percent—of AP examinations given. Moreover, Black, Hispanic, and American Indian students did not achieve as high scores as Asians and Whites. More females than males took AP examinations in 1991; 52 percent of candidates were female. Further, male and female candidates tended to select different examinations. Despite women's superior performance on the Regents mathematics examinations, fewer females (23 percent) than males (31 percent) took an AP calculus examination.

Statewide enrollments in occupational education declined throughout the 1980s, from about 340,000 in 1983-84 to almost 315,000 in 1991-92. Almost all the decrease is due to smaller enrollments in occupational-education programs operated by public school districts outside New York City.

Minorities were somewhat overrepresented in these classes; 50 percent of enrollments were minority. Male students continued to dominate occupational-education programs in the trade and technical fields and agriculture, while females were concentrated in business, health, and home economics programs.

Student Performance

State Testing Program. There were differences in performance among schools according to sector and location on each New York State measure of performance: PEP tests, Program Evaluation Tests, RCTs, Regents examinations, occupational education proficiency examinations, and Regents diplomas. Almost uniformly, schools in New York City had the lowest level of performance of all school categories, while schools in Suburban and Rural Districts and nonpublic schools had the highest levels. Some schools within every category, however, were exceptionally successful on the State tests.

Public and nonpublic schools performed better in 1992 than 1988 on four of the five Pupil Evaluation Program tests. Performance on the grade 3 reading test has not improved: 20.6 percent of third-graders could not comprehend the simplest, connected sentences in 1992. Statewide, the percentage of students scoring above the SRP in nonpublic schools was somewhat greater than the comparable percentage in public schools on every PEP test except writing.

The performance of students in New York City public schools continued to be inferior to that of students in the rest of the State. These differences were exacerbated by troubling decreases in the percentage of New York City students above the State reference point (SRP) on three PEP tests: grades 3 and 6 reading and grade 3 mathematics. These decreases ranged from two percent on the grade 3 mathematics test to five percent on the grade 6 reading test. Since 1988, the gap in performance between public schools in New York City and those in the rest of the State has been substantially reduced on only one test, grade 6 mathematics. In contrast, the gap on the grade 3 reading test has widened substantially.

For more than a century, Regents examinations have been an important component of high school education in New York State. Examinations are given in approximately 20 subjects, and more than a million examinations are taken by students annually. Between 1988 and 1992, the gap between public schools in New York City and the rest of the State widened on all Regents examinations, but physics. These gaps increased because of substantial declines in performance in New York City schools on three examinations and increases in the rest of the State on seven examinations. These increasing performance gaps between New York City and the rest of the State may relate closely to the City's reduction in fiscal resources in the face of increasing numbers of students with special needs.

To measure progress in achieving excellence, quality points (QP) were designated on the PEP tests and Regents examinations. On each PEP test, the QP designates the score judged to indicate mastery of the tested material. The percentage of students above the QP on the PEP tests ranged from 12.7 percent on grade 6 mathematics to 47.4 percent on grade 6 reading. On the Regents examinations, a score of 85 percent is the designated QP. The percentage of average enrollment above the QP ranged from 6.2 percent on the physics examination to 24.3 percent on the sequential mathematics I and foreign language examinations. The analyses of percentages scoring above the QP for school categories yielded different patterns of outcomes than the analyses of percentages scoring above the SRP (or passing). On the PEP tests, a larger percentage of students in public than nonpublic schools scored above the QP. On the Regents examinations, the large gap between New York City performance and that of the next lowest category, the Large City Districts, was greatly diminished. In fact, on some exams larger percentages of New York City than Large City students scored above the QP.

The Commissioner's Regulations stipulate that all pupils must demonstrate competency in reading, writing, mathematics, science, global studies, and U.S. history and government to earn a high school diploma. About half the pupils graduating from high school each year demonstrate competency in these areas by passing Regents examinations. The Regents competency tests (RCTs) were established as a mechanism for students not participating in Regents courses and examinations to demonstrate competency. The RCTs are also used to identify students in need of remediation. While the percentage of students passing the RCTs varied according to the subject matter, the pattern of performance differences among school categories was consistent. On every RCT, the Rural Districts had the largest percentage of test-takers passing followed in descending order by the Suburban, Other City, Large City, and New York City Districts. On every RCT, the nonpublic schools had larger percentages of tested students passing than the Large City Districts but fewer than the Rural and Suburban Districts. These differences among school categories may reflect differences in policy as to whether students in Regents courses take RCTs as well as Regents examinations.

The variations among schools according to minority-composition category were greater than the variations according to school category. Schools with the largest percentages of minority students performed less well than schools with the smallest percentages of minority students. When QP data were considered, these differences were exacerbated. Some schools with high proportions of minority students, however, performed exceptionally well on State tests. The differences between high- and low-minority schools can be attributed, in part, to the higher incidence of poverty and school transfers among minority children. Schools that enrolled many children from families on public assistance (and schools with less stable enrollments) had poorer performance on the grade 3 reading PEP test and the Regents comprehensive English examination than other schools.

Few differences were found between males and females at the elementary level in percentage scoring above the SRP. More males than females, however, achieved mastery on the third grade mathematics test. Greater differences emerged at the high school level. A larger percentage of the average female than the average male enrollment passed seven of the eight analyzed Regents examinations (physics was the exception). Comparing percentages above the quality point, fewer differences between males and females were found. Again, with the exception of physics, these differences favored females.

Other Measures. Two national assessments of eighth-graders, the National Assessment of Educational Progress (NAEP) and the National Education Longitudinal Survey of 1988 (NELS:88) compared the achievement of State students with national averages. The NELS:88 assessment included tests of reading and mathematics proficiency. New York State students were slightly superior to national students in that a smaller percentage were judged to lack basic reading and/or mathematics proficiency and a slightly larger percentage were judged to have advanced proficiency in these areas.

The NAEP study examined eighth-grade mathematics proficiency. The average proficiency of New York State students was exactly at the national mean, despite the fact that the State had 29 percent of students falling in the disadvantaged urban category compared with 10 percent nationally. In the Extreme Rural and "Other" categories (56 percent of the New York sample), State students achieved higher means than students nationally.

Students who participate successfully in prescribed sequences of Regents courses and examinations are eligible to receive Regents diplomas. In 1992, 29.8 percent of high school completers earned Regents-endorsed diplomas. An additional 6.2 percent earned Regents diplomas with honors. The percentages earning other credentials were as follows: local diplomas, 61.3 percent; IEP diplomas, 2.6 percent; and certificates, 0.1 percent. Smaller percentages of students earned Regents diplomas in New

York City and the Large City Districts than in other public schools. Black and Hispanics were less successful than Whites and Other Minorities in earning Regents diplomas.

The State's college-going rate remained high: in 1991-92, more than eight in ten high school graduates intended to pursue some form of postsecondary education. The college-going rate was higher for graduates of nonpublic schools, in general, than for graduates of public schools, and among public school categories, it was higher for New York City and suburban students than rural students. The relatively low college-going rate of rural students is of particular concern, since, among public school categories, rural schools generally had the second highest level of performance on Regents examinations.

New York State students were well represented in national programs of student achievement. While New York State accounted for 7.1 percent of all graduates nationwide, students in New York State wrote 11.8 percent of the Advanced Placement examinations and received 13.4 percent of the AP scholar designations, comprised more than 10 percent of the students commended by the National Merit Scholarship Program, constituted 50 percent of the winners in the Westinghouse Science Talent Search, and scored 11 points higher than the national average on the combined College Board Achievement Tests.

Attendance and High School Completion

Dropping out of school continues to be a matter of grave concern for educators and the public. Given our increasingly complex and technological economy, young people who do not complete high school are at a severe lifelong disadvantage in gaining productive employment and maintaining economic self-sufficiency.

Three measures of the incidence of dropping out are discussed in this report. The first, the *status dropout rate*, measures the percentage of individuals at a given time in a given age group who are not enrolled in school and have not earned a diploma or its equivalent. The *event dropout rate* is used for measuring retention power in the State and the nation. It represents the share of students who leave without completing high school during a single year. To determine patterns of leaving and reentering school, educators must track the progress of individual students through their educational careers. This longitudinal tracking allows the computation of a *cohort dropout rate*, indicating the educational outcomes of a single group of students. Deriving cohort statistics requires a commitment to tracking former students that has previously been considered too burdensome for most schools, districts, and states.

Based on the 1990 Decennial Census, the National Center for Education Statistics has published status dropout rates for 16- through 19-years-olds by state and county. The percentage of New Yorkers in this age cohort who were not enrolled in school and had not graduated from high school was slightly lower than the national percentage, 10.1 compared with 11.2 percent. Dropout rates varied dramatically among State counties, ranging from 5.2 percent in Nassau County to 18.0 percent in Bronx County.

The event dropout rate in State public schools has fallen since 1980-81. In 1990-91 (the most recent year for which data are available), about 32,000 young people (4.4 percent of the 9-12 enrollment) left school without graduating, compared with almost 67,000 students (6.6 percent) in 1980-81. From a longer perspective, the annual dropout rate has shown a 1.3 percent improvement since 1970-71. While cohort retention statistics are not available for all schools across the State, the New York City Board of Education does track cohorts of students who enter ninth grade together. Their study of the class of 1988 concluded that, seven years after entering the ninth grade, 57.3 percent of these students had completed high school and 27.5 percent were dropouts; the remainder had transferred out of the district.

In New York State, public schools with the largest concentrations of minority students and students from families receiving public assistance had the lowest annual attendance rates and the highest dropout rates. In these schools, more than 1 student in 10 dropped out in 1990-91. In part, because poor and minority children are concentrated in urban classrooms, schools in the Big 5 cities had consistently higher dropout rates than other public schools.

Postsecondary Education and Employment

Two desired outcomes of elementary and secondary education are enrollment in postsecondary education and productive employment. Therefore, the quality of elementary and secondary education can, to some degree, be measured by the number of students who enroll in and complete postsecondary education programs and by the number of students who successfully compete in the job market.

In fall 1991 almost 984,000 persons pursued some form of degree-credit postsecondary education at colleges and universities in New York State. During 1990-91, the State's postsecondary institutions awarded almost 183,000 degrees. Overall, the percentage of minorities receiving degrees has increased at all levels of postsecondary education since the late 1970s. In general, however, as the degree level became more advanced, the percentages of Blacks and Hispanics receiving degrees decreased. In 1990-91, females earned more than 50 percent of degrees at every level except the doctorate and first professional. While women earned only 47.9 percent of doctoral degrees, and 42.3 percent of first-professional degrees, these shares represented significant increases over the decade.

To provide greater access to underprepared students, the majority of State undergraduate colleges offer noncredit remedial and credit-bearing developmental courses. Statewide, 12.7 percent of undergraduate students attended at least one remedial course and 6.5 percent participated in developmental courses.

National statistics show that the transition from adolescent dependence to economic self-sufficiency through employment is problematic and prolonged for many youth. Young people have higher unemployment rates and earn lower wages than older workers. Among young people, Whites have higher labor-force participation rates and lower unemployment rates than their minority peers. Young people who do not complete high school compete at a great disadvantage in the labor market; they tend to have higher unemployment rates, to earn less, and to work at jobs with poorer working conditions than high school graduates.

Conclusion

The information presented in this report shows that certain subgroups of our student population were disproportionately represented on the various measures of academic success and failure. Large urban school districts, where schools with large percentages of minority and poor children were concentrated, continued to place below other districts on almost all measures of academic performance. The urban districts also had fewer resources and less qualified teachers, by several measures, than other districts. The patterns of inequality of educational outcomes and the breadth of these inequalities between minority and nonminority children have not changed since this report was first published in 1988. Consistent with the principles of the New Compact, there is a clear and compelling need to close this gap while simultaneously lifting the entire enterprise to higher levels of accomplishment.

CHAPTER I: INTRODUCTION

In 1990 the Regents committed themselves to *A New Compact for Learning* to improve public elementary and secondary education results in the 1990s. The Compact responds to a growing consensus for fundamental changes in the ways we organize and operate elementary and secondary schools—a new approach which continues and extends the effective things we are already doing, integrating them with new efforts in a single, comprehensive plan. Building upon the 1984 *Action Plan to Improve Elementary and Secondary Education Results in New York*, the Compact focuses on results, promotes local initiative, and empowers people at all levels of the system. It has been endorsed by representatives of the groups critical to its success—educators, public officers, business leaders, parents, and students.

The Compact begins with a reaffirmation of the goals for students that were established under the Regents Action Plan. These goals call for individuals who have developed their intellectual, emotional, and physical powers to the fullest; who are aware of their situation in society, in the environment, and in history, and are committed to deepening that awareness; who understand how knowledge is developed, and are increasingly familiar with the major domains of human learning; who have acquired the skills, knowledge, and values needed for effective participation in society; who appreciate the arts through which we express and elevate the human condition; and who are prepared for life in a diverse society and a multicultural world.

In addition to reaffirming the 1984 goals, the Compact sets strategic objectives to focus our efforts and enable us to measure our progress. This report provides indicators of school performance to inform us about our progress in achieving these objectives. The objectives are listed below.

STRATEGIC OBJECTIVES OF THE NEW COMPACT

1. *All children will come to school ready to learn.*
2. *All children will read, write, compute, and use the thinking skills they need to continue learning by the time they are in the fourth grade or its equivalent.*
3. *At least 90 percent of all young people will earn a high school diploma by age 21.*
4. *All high school graduates will be prepared for college, work, or both.*
5. *All high school graduates will demonstrate proficiency in English and another language; in mathematics, the natural sciences, and technology; in history and other social sciences; and in the arts and other humanities.*
6. *All students will acquire the skills, knowledge, and attitudes needed for employment and effective citizenship.*
7. *All students will demonstrate commitment to the core values of our democratic society and knowledge of the history and culture of the major groups which comprise American society and the world.*

8. *Students of both genders and all socioeconomic and racial/ethnic backgrounds will show similar achievement on State assessment measures.*

The current report, like previous reports, documents wide variations in student achievement among districts in New York State. These variations are associated with differences in the social and economic context within which districts operate. Inappropriate educational experiences in any one of the three domains contributing to education—school, family, and community—may result in a child being educationally disadvantaged. Five indicators, each correlated with poor school performance, are useful for identifying students at risk of educational disadvantage: minority racial/ethnic group identity, living in a poverty household, living in a single-parent family, having a poorly educated mother, and having a non-English language background.[1]

Not all students having one or more of these characteristics are educationally disadvantaged; many families provide supportive environments despite adverse circumstances. Other children experience a mismatch between the skills they learn at home and in the community and the expectations of traditional schools. This mismatch places them at risk of school failure. While each indicator of educational disadvantage has an independent correlation with school performance, the indicators themselves are highly associated. Many families are characterized by several indicators, multiplying their children's risk of being educationally disadvantaged. Being born to a single mother, minority parents, or undereducated parents, for example, substantially increases the likelihood that a child will live in poverty.[2] Further, poor and minority children too often experience low levels of school and community support for educational achievement and thus are placed at risk in all three domains.

According to the National Education Longitudinal Study of 1988, 24 percent of State eighth-graders (compared with 22 percent nationally) lived in single-parent households. New York City students (34 percent) were substantially more likely than other State students (19 percent) to live in single-parent families. The study determined the prevalence of certain factors that place students at risk of school failure. Those factors included single parent, parents without high school diplomas, limited English proficient, family income less than $15,000, sibling who dropped out, and home alone for more than three hours. Nationally, one in five students had two or more of these risk factors; one in eight State students did. Some groups of State students had larger portions of students with two or more risk factors: the rate was about one in four among New York City public school students and among Black and Hispanic students statewide.

Some districts have disproportionate numbers of children who are at risk of being educationally disadvantaged. These children are more likely than others to have poor schooling outcomes. This result, however, is not inevitable. All children can learn given appropriate instructional, social, and health services. The fact that so many children are not learning attests to the failure of one or more domains to provide essential services and experiences. Consequently, this report describes not only the differences among schools in student achievement but also differences in demographic characteristics (including the three indicators for which statistics are available) and in fiscal and personnel resources. These analyses reveal that those children who are most at-risk of school failure receive fewer resources than their more advantaged peers.

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[1] Aaron M. Pallas, Gary Natriello, and Edward L. McDill, "The Changing Nature of the Disadvantaged Population: Current Dimension and Future Trends," *Educational Researcher* 18 (June-July 1989): 16-22.

[2] Clifford M. Johnson, Andrew M. Sum, and James D. Weill, *Vanishing Dreams: The Economic Plight of America's Young Families* (Washington, D. C.: Children's Defense Fund, 1992).

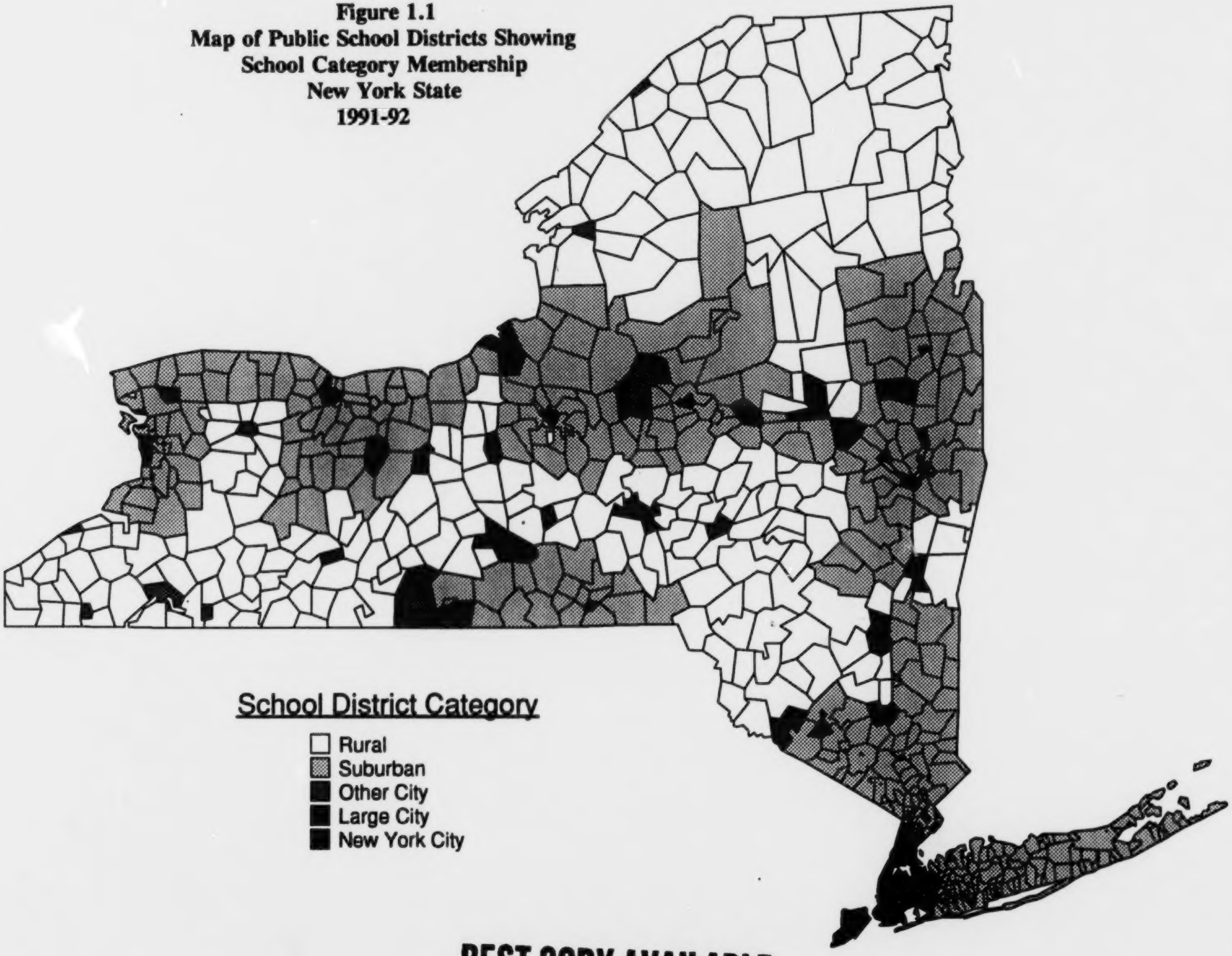
This report provides statistics for broad categories of similarly situated schools as well as statistics based on all State students, schools, and districts. Public schools are divided into five categories, defined by school district: the New York City, Large City, Other City, Suburban, and Rural Districts. Two nonpublic school categories are also described: nonpublic schools in and outside New York City. Figure 1.1 is a State map showing the location of districts within each public school category. (Descriptions of the public school categories can be found in Table 1.1 and the category membership of each district is indicated in the accompanying volume, *Statistical Profiles of Public School Districts*.) In addition to displaying data by school category, as appropriate, data are displayed according to school racial/ethnic composition, school poverty status, school student stability, and gender. The most current data available are reported. For performance measures, enrollment, and professional staff characteristics, the data are generally for 1991-92; for fiscal resources, attendance, high school completion, and postsecondary degrees conferred, for 1990-91.

CHARACTERISTICS OF SCHOOL CATEGORIES

In this chapter, information is provided for each category about the number of member districts, schools, and students; minority composition; poverty; student stability; and population with limited English proficiency. This information provides the context for describing and understanding differences among these school categories in enrollment trends, resources, participation, performance, school completion, and college-going rates.

Table 1.2 shows that in fall 1991 there were 717 districts, 3,953 schools, and 2,593,015 students in New York State's public school system. Approximately one-half of these students attended urban schools; the other half attended suburban and rural schools. The Suburban District category contained the largest number of districts (429 or 59.8 percent), the most schools (1,804 or 45.6 percent), and the greatest enrollment (1.05 million or 40.4 percent). Almost as many children (0.95 million or 36.7 percent) attended New York City public schools, however, as attended suburban schools. An additional 469,058 students attended 2,157 nonpublic schools. In New York City, 22 percent of students attended nonpublic schools; in the rest of the State, 11 percent did so.

Figure 1.1
Map of Public School Districts Showing
School Category Membership
New York State
1991-92


School District Category
☐ Rural
▨ Suburban
■ Other City
■ Large City
■ New York City

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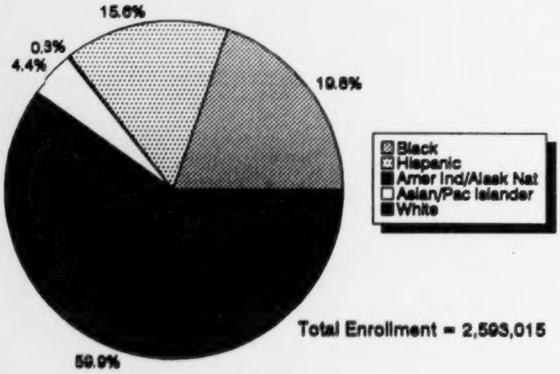
Racial/Ethnic Composition of Schools

Figure 1.2
Racial/Ethnic Group Enrollment in Public Schools
Fall 1991



White students constituted a small majority (61.2 percent) of students attending public and nonpublic schools in New York State in fall 1991. The largest group of minority students were Black (19.1 percent), followed by Hispanics (15.1 percent), Asian and Pacific Islanders (4.3 percent), and American Indians and Alaskan Natives (0.3 percent). The racial/ethnic composition of public school enrollment was very similar to that of the total State enrollment. The public percentages are shown in Figure 1.2 and provide a basis for later comparisons of the racial/ethnic composition of enrollment in particular programs with that in the State public enrollment.

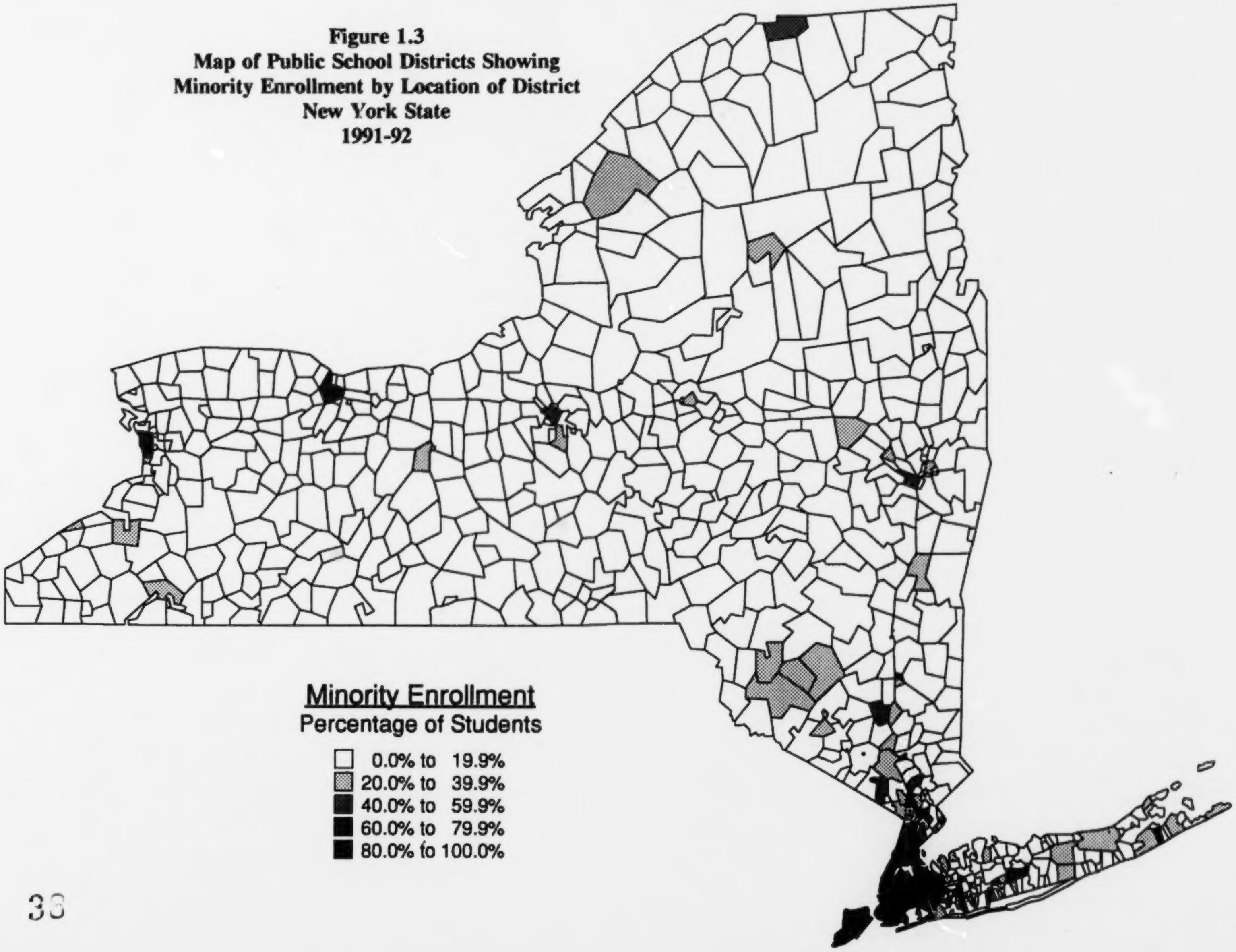
The racial/ethnic (minority) composition of enrollment varied widely among school districts (Table 1.3). Suburban and Rural Districts enrolled the smallest percentages of minority students; New York City, the largest. Minorities constituted 81.4 percent of New York City's public school enrollment, compared to 16.7 percent of public enrollment outside the City. In New York City, the Black enrollment was slightly greater than the Hispanic enrollment (37.6 percent compared to 35.2 percent); in the Large City Districts the Black share was significantly greater than that of Hispanics (45.4 percent compared to 13.7 percent). The State map in Figure 1.3 illustrates the concentration of minority students in certain parts of the State.

White students were more likely than minority students to attend nonpublic schools; statewide, 69.9 percent of students in nonpublic schools were White. This disparity was particularly wide in New York City where 59.0 percent of the enrollment in nonpublic schools was White in contrast to 18.6 percent of that in public schools.

The integration of students of differing racial/ethnic groups within schools is a continuing priority. Minorities are concentrated in certain neighborhoods within urban areas and the distribution of minorities in schools reflects this concentration. For purposes of analysis, schools are divided into five categories according to the percentage of minority students enrolled. Table 1.4 presents the number of minority students who attended schools in each of these categories in 1991-92. Of all students attending public schools, 40.1 percent were minority. Statewide, however, the majority of public schools had less than 21-percent minority enrollment; 7.2 percent of minority students attended such schools. Most minority students (61.9 percent) attended schools that were more than 80-percent minority. The majority (57.3 percent) of minority students in nonpublic schools also attended schools in the highest minority category. This was particularly true in New York City where 65.8 percent of nonpublic minority students attended schools in this category.

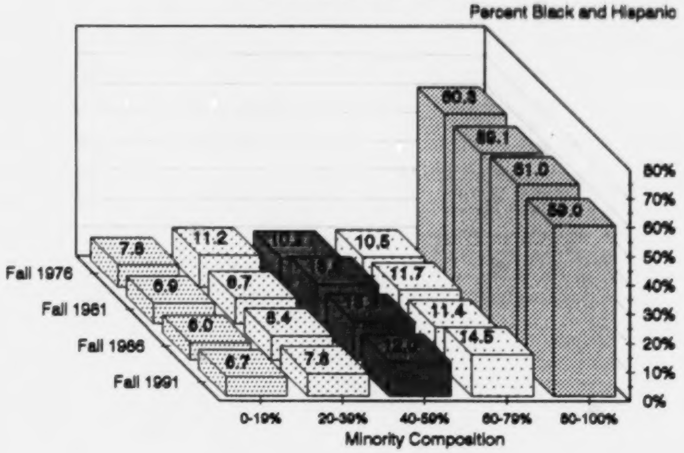
Most low-minority public schools were in the Other City, Rural, and Suburban Districts, while most high-minority schools were in New York City (Table 1.4). In New York City, 78.5 percent of minority students attended schools in the highest minority category. This is not surprising, however, considering that 81.4 percent of New York City's enrollment were minority students. Despite this concentration of minorities, 28 New York City public schools had 20 percent or fewer minorities.

Figure 1.3
Map of Public School Districts Showing
Minority Enrollment by Location of District
New York State
1991-92


Minority Enrollment
Percentage of Students
☐ 0.0% to 19.9%
▨ 20.0% to 39.9%
■ 40.0% to 59.9%
■ 60.0% to 79.9%
■ 80.0% to 100.0%

Unfortunately, the concentration of minority students in certain schools has not improved since fall 1976. Consistently, since that time, from 59 to 61 percent of Black and Hispanic students have attended schools where 80 percent or more of the enrollment was Black and Hispanic (Figure 1.4).

Figure 1.4
Percent of Black and Hispanic Students in Public Schools of Differing Minority Composition
Fall 1976 to Fall 1991



School Poverty Status

Poverty has a pervasive effect on children's physical, emotional, and cognitive health. Research has documented that poor children are more likely than others to go without necessary food, shelter, and health care; less likely to be in good preschool programs or day care settings; more likely to be retained in school, drop out, become teenaged parents, and be unemployed.[3] Some schools in New York State have very large percentages of children who, in the principal's judgment, come from families receiving public assistance (Table 1.5).[4] Despite the fact that schools cannot control the economic situation of their students, this report documents the relationship between poverty and achievement for two reasons. First, society has a responsibility to ensure that all children learn, regardless of their family circumstances. Second, we hope that the documentation of this relationship will inspire solutions that will remove children from the devastating circumstances of poverty.

Across the State, over 23 percent of public school students attended schools with concentrated poverty; that is, where 41 percent or more students come from families receiving public assistance. These schools were more likely to be in urban than in Suburban or Rural Districts. In New York City, approximately 45 percent of students attended schools where there was concentrated poverty. An even larger percentage (71.9 percent) of Large City District students attended such schools. In contrast, only three percent of suburban students and seven percent of rural students attended schools with concentrated poverty. Rural Districts, compared with Suburban Districts, however, had a much larger percentage of students attending schools with moderate poverty (21 to 40 percent of students on public assistance), 39.5 compared with 9.2 percent.

Nonpublic schools were less likely than public schools to enroll large percentages of children from families on public assistance. Across the State, 82.2 percent of nonpublic school students attended schools where 20 percent or fewer students came from families on public assistance; 12.1 percent attended schools with concentrated poverty.

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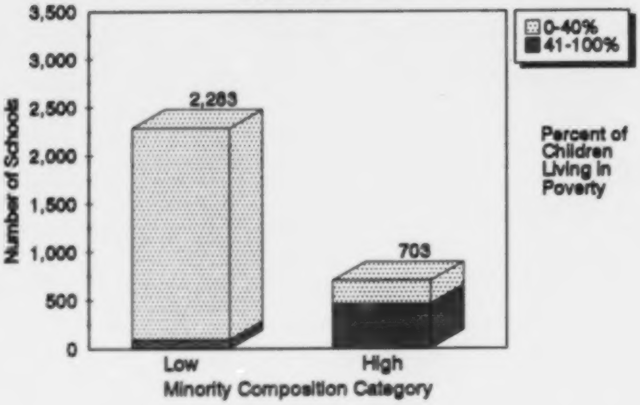
[3] Johnson, *Vanishing Dreams: The Economic Plight of America's Young Families.*

[4] In New York City, this statistic is provided centrally by the Office of Educational Data Services. Since 1989-90, four program counts have been used in this calculation: Aid to Families With Dependent Children, eligibility for Medicaid, Foster Care, and Supplemental Security Income.

Minority students were more likely than White students to attend schools with concentrated poverty in 1991-92 (Table 1.6). To illustrate this contrast, in Figure 1.5 high-minority schools (81 percent or more minority students) are compared with low-minority schools (20 percent or fewer minority students). In New York State, 462 (66 percent) high-minority schools had more than 40 percent of students' families on public assistance. Among low-minority schools, only 89 (4 percent) had such a large percentage of families receiving public assistance. Thirty-three of these low-minority, concentrated-poverty schools were located in Rural Districts. Among New York City's high-minority schools, only 68 were in the lowest poverty category; in contrast, 406 had concentrated poverty.

Figure 1.5
Relationship of School Poverty Status to Minority Composition
1991-92



Poverty rates based on the 1990 Decennial Census are now available for certain cities.[5] Two State cities—Buffalo and Rochester—were among the 20 cities nationally with the highest percentages of persons younger than 18 living in poverty in 1989. The six State cities with populations greater than 100,000 recorded the following poverty rates in this age group: Buffalo, 38.8 percent; Rochester, 38.4 percent; Syracuse, 33.2 percent; New York City, 30.1 percent; Albany, 26.4 percent; and Yonkers, 20.7 percent. The poverty rate for all New Yorkers under 18 was 18.8 percent.

The Free- and Reduced-Price-Lunch Program

Another indicator of student poverty and its relative concentration in schools is the number of applications for the free- and reduced-price-lunch program. In fall 1991, across the State, 1,434 public schools (36.3 percent) had relatively low concentrations of poverty by this measure; fewer than 20 percent of their students applied for the free- and reduced-price-lunch program (Table 1.7). On the other hand, 501 schools had exceptionally high concentrations of poverty; 80 percent or more students applied for the program. Consistent with poverty estimates based on children from families on public assistance, schools in the highest category are concentrated in the large urban districts; 39.7 of New York City schools and 31.8 percent of Large City District schools (compared with 40 schools elsewhere) had this many applicants. Six in ten suburban schools had low rates of poverty as indicated by this measure: fewer than 20 percent of students applied for subsidized lunches. Typically, rural and other city schools had greater poverty rates than suburban schools; about a quarter of rural and other city schools had fewer than 20 percent applicants.

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[5] Children's Defense Fund, *City Child Poverty Data from 1990 Census* (Washington, D.C.: author, August 11, 1992).

Figure 1.6 shows the distribution of student participation in the free- and reduced-price lunch program by public school district. Districts with the highest participation were generally urban, although a number of Rural Districts in the North Country and Southern Tier also had high levels of student participation in this program.[6]

School Student Stability

One obstacle to educational progress is frequent transfers between schools. Moreover, schools that have many children transferring in and out during a school year have more difficulty meeting students' individual needs than do schools with stable enrollments. Therefore, educators are concerned about achievement in school with high percentages of transfers. A school's student stability rate is estimated by the percentage of students in its highest grade who were also enrolled in the same school during the previous year. Statewide, 73 percent of public schools had high stability rates (81 percent or more students in the highest grade had been enrolled the previous year). Another 26 percent had medium stability rates (between 41 and 80 percent); one percent had lower rates. Just as the urban districts had more schools with high-minority composition and concentrated poverty, they had more schools with medium and low rates of student stability (Table 1.8). In 1991-92, only six percent of New York City schools were in the high-stability group, that is, where 81 percent of students in the highest grade had been enrolled the previous year. In contrast, Suburban and Rural Districts had more than 95 percent of schools in that category. Further, correlational analyses demonstrated moderate but significant relationships of school-stability category with minority composition ($r = -0.62$) and poverty status ($r = -.37$).

Students with Limited English Proficiency[7]

Language-minority students come from diverse ancestries and linguistic backgrounds. Some language-minority students understand and speak little or no English, while others may be proficient in English. Students who possess varying degrees of speaking, reading, and writing abilities in English as well as their home languages are considered to be bilingual. Language-minority students are identified as limited English proficient (LEP) if they score at or below the fortieth percentile on an approved language-assessment instrument. Identified students are entitled to special instructional and assessment services to assist them in learning English and achieving objectives in other academic areas. The identification criterion was raised in 1990-91, because the previous criterion (the 24th percentile) had proven too low to ensure that all students who needed services received them.

Statewide, six percent of students, 165,484 public school students and 19,373 nonpublic school students, were identified as limited English proficient in 1991-92 (Table 1.9). LEP students were concentrated in New York City where public and nonpublic schools enrolled 81 percent of all identified LEP students in the State. These students constituted 14.1 percent of the City's public school enrollment and 5.9 percent of its nonpublic school enrollment. LEP students constituted seven percent of the enrollment in the Large City Districts and two percent or less of enrollment in all other school categories.

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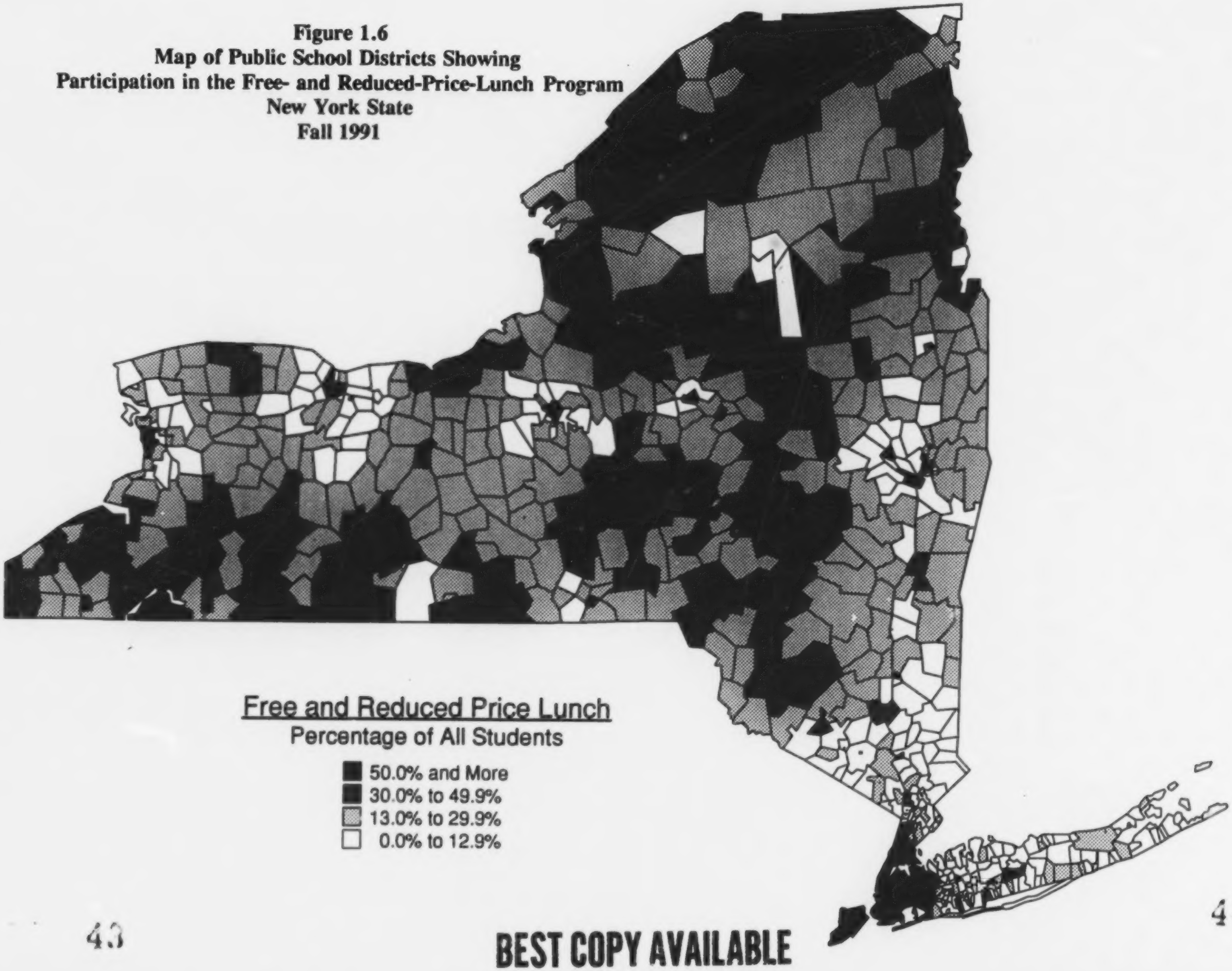
[6] The participation rates may not reflect the total statewide need for free- or reduced-price lunches. Some school districts do not apply for program benefits. In fact, in fall 1991, 308 public schools did not participate in the program. In other cases, not all students eligible to receive free- or reduced-price lunches have applied for benefits.

[7] A major source for this discussion is the "Regents Policy Paper and Proposed Action Plan for Bilingual Education" unanimously adopted by the Board of Regents at its December 1988 meeting.

Figure 1.6
Map of Public School Districts Showing
Participation in the Free- and Reduced-Price-Lunch Program
New York State
Fall 1991


Free and Reduced Price Lunch
Percentage of All Students
■ 50.0% and More
■ 30.0% to 49.9%
▨ 13.0% to 29.9%
☐ 0.0% to 12.9%

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The percentages of students who lack adequate proficiency in English may, in fact, be higher than those shown in Table 1.9. In 1985, 43 percent of all those entering kindergarten in New York City public schools were identified as language-minority students.[8] The 1990 census indicated that 23 percent —compared with 17 percent in 1980—of the State's school-age population did not speak English at home; 14 percent came from Spanish-speaking families. Of the 700,000 State children from non-English-speaking homes, 64 percent were reported to speak English very well, 23 percent to speak English well, and 13 percent to have very little or no ability to speak English.

Immigrant Students

Newly immigrated children may require a variety of special services to ensure a smooth transition to American schools. Immigrant students with limited English proficiency are eligible for the special programs described above. Many immigrant students, however, come from other English-speaking countries and are not eligible for these LEP programs. Nonetheless, many of these students, particularly those from developing countries, are poorly prepared to meet the expectations of State classrooms. Some, for example, emigrated from countries that require fewer years of compulsory attendance than State schools. Federal grants from the Emergency Immigrant Education Assistance (EIEA) Program are available to districts that have either 500 students, or 3 percent of their student enrollment, meeting the Federal guidelines for newly immigrated students (having been in the United States three years or less).

The majority (91 percent) of the 140,000 State students eligible for the EIEA program attended New York City public schools. In March 1992, one in eight City public school students—compared with one in ten in 1990—was eligible for the program. The remaining students attended 1 of 45 other eligible districts in the State. These districts included the cities of Binghamton, Buffalo, Ithaca, Syracuse, and Yonkers and suburban districts located, with few exceptions, in Nassau, Suffolk, Westchester, and Rockland Counties. More than three-quarters of these students emigrated from countries with a primary language other than English; approximately 1,000 emigrated from Australia, Canada, New Zealand, or the United Kingdom. The remaining students (27,000) emigrated from developing countries in Africa or the Americas where English is the primary language. More than 25,000 of these immigrant children from English-speaking countries attended New York City public schools.

Homeless Children

For some children, the problems of poverty are compounded by homelessness. In April 1992, 11,782 children were served in shelters for the homeless run by the Department of Social Services. Most of these children—8,907—resided in New York City. The number of New York City homeless children has increased steadily since 1990, when 6,420 children were served in shelters. In contrast, the number of children served in the rest of the State has decreased during this period from 3,256 to 2,875. Homeless children and their families have a variety of urgent needs that require multiple services, such as basic skills tutoring, extended day care, pupil support services, continuity and stability in instructional program, and sensitivity to their situations.

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[8] Task Force on the New York State Dropout Problem, *Dropping Out of School in New York State: The Invisible People of Color* (Albany, NY: African American Institute of SUNY, 1987).

SUMMARY

The majority of New York State schools serve children who are White, relatively affluent, and native speakers of English. Two groups of schools serve concentrations of children in poverty. The first group (89) are low-minority schools located in the Other City, Suburban, and Rural Districts. The remaining schools serve children from minority groups who are disproportionately likely to be poor, have limited English proficiency, and change schools frequently. These schools are concentrated in urban areas, particularly New York City and the Large City Districts. Of all public school students, New York City, in fact, enrolled 74 percent of minority students and 81 percent of LEP students. Moreover, 70 percent of students attending public schools with concentrated poverty attended school in New York City.

Nationally the percentage of educationally disadvantaged children has increased since 1973 and will continue to increase through the year 2020.[9] According to the Children's Defense Fund, the percentage of young families (those under age 30) living in poverty doubled between 1973 and 1989, from 20 to 40 percent. The only demographic group to escape this increase was young college-educated families with children. Nor was this increase limited to urban families; three-quarters of the increase occurred outside of central cities.

This growth in poverty among young families has many causes. The real incomes for all young families have fallen by nearly one-third since 1973. Increasing percentages of young families are members of racial/ethnic minorities, who tend to be less educated and earn lower salaries. While young Americans are not having more children, they are having more children out of wedlock. Children in families headed by single females, whether high school graduates or dropouts, are significantly more likely to live in poverty.

While the figures cited above are national, New York State is not exempt from this trend of increasing child poverty. According to the *1992 KIDS COUNT Data Book*,[10] between 1980 and 1990, the number of New York children in single-parent families increased 15 percent and the number in poverty increased 12 percent. The increasing numbers of educationally disadvantaged students will present a challenge to the State's schools and communities in the coming years.

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[9] Johnson, *Vanishing Dreams: The Economic Plight of America's Young Families.*

[10] Center for the Study of Social Policy, *1992 KIDS COUNT Data Book, State Profiles of Child Well-Being* (Washington, D.C.: author, 1992).

TABLE 1.1
CHAPTER 655 PUBLIC SCHOOL CATEGORIES DEFINITIONS

SCHOOL CATEGORY	DEFINITION
New York City	New York City District
Large City Districts	Buffalo, Rochester, Syracuse, and Yonkers districts.
Other City Districts	Other districts that are located within city boundaries.
Suburban Districts	Districts that are located within Standard Metropolitan Statistical Areas (SMSAs), but not within cities. A district was classified as belonging to a SMSA based on the county in which its central office is located. The following counties are part of a SMSA:
	Albany Broome Chemung Dutchess Erie Greene Herkimer Livingston Madison Monroe Montgomery Nassau Niagara Oneida Onondaga Ontario Orange Orleans Oswego Putnam Rensselaer Rockland Saratoga Schenectady Suffolk Tioga Warren Washington Wayne Westchester
Rural Districts	Noncity districts that are not within SMSAs and are, therefore, located in the more sparsely populated areas of the State. The following counties are not part of a SMSA:
	Allegany Cattaraugus Cayuga Chautauqua Chenango Clinton Columbia Cortland Delaware Essex Franklin Fulton Genesee Hamilton Jefferson Lewis Otsego St. Lawrence Schoharie Schuyler Seneca Steuben Sullivan Tompkins Ulster Wyoming Yates

TABLE 1.2
NUMBER AND PERCENT OF DISTRICTS, SCHOOLS AND ENROLLMENT BY SECTOR/LOCATION OF SCHOOL

NEW YORK STATE

FALL 1991

Sector/Location of School	Districts		Schools		Enrollment	
	Number	Percent	Number	Percent	Number	Percent
New York City	1	0.1 %	1,008	25.5 %	950,452	36.7 %
Large City Districts	4	0.6	192	4.9	120,245	4.6
Other City Districts	57	7.9	440	11.1	245,962	9.5
Surburban Districts	429	59.8	1,804	45.6	1,046,699	40.4
Rural Districts	226	31.6	509	12.9	229,657	8.8
Total Public	717	100.0 %	3,953	100.0 %	2,593,015	100.0 %
N. Y. C. Nonpublic			879	40.8 %	263,984	56.3 %
Other Nonpublic			1,278	59.2	205,074	43.7
Total Nonpublic			2,157	100.0 %	469,058	100.0 %

TABLE 1.3
RACIAL/ETHNIC GROUP ENROLLMENT PERCENTAGES BY SECTOR/LOCATION
NEW YORK STATE
FALL 1991

Sector/Location	Total Enrollment	Percent Black	Percent Hispanic	Percent American Indian/Alaskan Native	Percent Asian and Pacific Islander	Percent White
Public						
New York City	950,452	37.6 %	35.2 %	0.3 %	8.3 %	18.6 %
Large City Districts	120,245	45.4	13.7	0.8	1.9	38.2
Other City Districts	245,962	15.6	5.5	0.4	1.7	76.8
Suburban Districts	1,046,699	5.9	3.9	0.2	2.7	87.3
Rural Districts	229,657	1.8	1.4	0.8	0.6	95.4
Total Public	2,593,015	19.8	15.6	0.3	4.4	59.9
Nonpublic						
New York City	263,984	19.1 %	17.7 %	0.1 %	4.1 %	59.0 %
Other	205,074	8.6	4.1	0.2	2.9	84.2
Total Nonpublic	469,058	14.5	11.8	0.2	3.6	69.9
Total State	3,062,073	19.1 %	15.1 %	0.3 %	4.3 %	61.2 %

TABLE 1.4

NUMBER OF SCHOOLS AND NUMBER AND PERCENT OF MINORITY STUDENTS* IN PUBLIC SCHOOLS OF DIFFERING MINORITY COMPOSITION BY LOCATION

NEW YORK STATE
1991-92

Location/Minority Composition of Schools	Number of Schools	Number of Minority Students	Percent of Minority Students**
Public			
New York City			
0 - 20 percent	28	2,659	0.3%
21 - 40 percent	80	18,582	2.4
41 - 60 percent	124	64,196	8.3
61 - 80 percent	108	81,194	10.5
81 -100 percent	668	606,604	78.5
Large Cities			
0 - 20 percent	--	--	--
21 - 40 percent	15	3,479	4.7%
41 - 60 percent	71	23,251	31.3
61 - 80 percent	77	33,583	45.2
81 -100 percent	29	13,923	18.8
Other Cities			
0 - 20 percent	259	10,702	18.8%
21 - 40 percent	94	16,160	28.4
41 - 60 percent	53	15,442	27.2
61 - 80 percent	19	5,884	10.3
81 -100 percent	15	8,699	15.3
Suburban Districts			
0 - 20 percent	1,517	56,882	42.9%
21 - 40 percent	143	22,623	17.0
41 - 60 percent	49	13,781	10.4
61 - 80 percent	52	20,772	15.6
81 -100 percent	43	18,745	14.1
Rural Districts			
0 - 20 percent	480	5,656	53.4%
21 - 40 percent	24	4,233	39.9
41 - 60 percent	3	425	4.0
61 - 80 percent	1	60	0.6
81 -100 percent	1	223	2.1
Total Public			
0 - 20 percent	2,284	75,899	7.2%
21 - 40 percent	356	65,077	6.2
41 - 60 percent	300	117,095	11.2
61 - 80 percent	257	141,493	13.5
81 -100 percent	756	648,194	61.9

TABLE 1.4 (continued)

Location/Minority Composition of Schools	Number of Schools	Number of Minority Students	Percent of Minority Students
Nonpublic			
New York City			
0 - 20 percent	349	5,474	5.1 %
21 - 40 percent	104	10,753	9.9
41 - 60 percent	66	9,330	8.6
61 - 80 percent	68	11,433	10.6
81 -100 percent	292	71,287	65.8
Rest of State			
0 - 20 percent	882	9,722	30.0%
21 - 40 percent	162	7,477	23.0
41 - 60 percent	72	3,473	10.7
61 - 80 percent	42	2,370	7.3
81 -100 percent	120	9,411	29.0
Total Nonpublic			
0 - 20 percent	1,231	15,196	10.8%
21 - 40 percent	266	18,230	13.0
41 - 60 percent	138	12,803	9.1
61 - 80 percent	110	13,803	9.8
81 -100 percent	412	80,698	57.3
Total Public and Nonpublic Combined			
0 - 20 percent	3,515	91,095	7.7%
21 - 40 percent	622	83,307	7.0
41 - 60 percent	438	129,898	10.9
61 - 80 percent	367	155,296	13.1
81 -100 percent	1,168	728,892	61.3

* Includes Black, Hispanic, American Indian, Alaskan Native, Asian and Pacific Islander students.

** The percentage of minority students by location attending schools in each minority composition category.

TABLE 1.5

NUMBER OF PUBLIC AND NONPUBLIC SCHOOLS AND PERCENT OF STUDENTS BY POVERTY STATUS OF SCHOOL

NEW YORK STATE
1991-92

Location/Poverty Status of School	Number of Schools	Percent of Students*
Public		
New York City		
0 - 20 Percent	297	31.0%
21 - 40 Percent	218	24.5
41 - 60 Percent	219	22.3
61 - 80 Percent	127	12.7
81 -100 Percent	77	9.5
Large City Districts		
0 - 20 Percent	9	5.4%
21 - 40 Percent	37	22.7
41 - 60 Percent	66	32.5
61 - 80 Percent	68	33.3
81 -100 Percent	15	6.1
Other City Districts		
0 - 20 Percent	194	50.9%
21 - 40 Percent	130	28.3
41 - 60 Percent	71	12.8
61 - 80 Percent	33	5.6
81 -100 Percent	15	2.4
Suburban Districts		
0 - 20 Percent	1,547	87.8%
21 - 40 Percent	186	9.2
41 - 60 Percent	46	2.1
61 - 80 Percent	16	0.5
81 -100 Percent	17	0.4
Rural Districts		
0 - 20 Percent	269	54.0%
21 - 40 Percent	202	39.5
41 - 60 Percent	34	6.1
61 - 80 Percent	2	0.2
81 -100 Percent	3	0.2
Total Public		
0 - 20 Percent	2,316	56.9%
21 - 40 Percent	773	19.9
41 - 60 Percent	436	12.2
61 - 80 Percent	246	6.9
81 -100 Percent	127	4.1

TABLE 1.5 (continued)

Location/Poverty Status of School	Number of Schools	Percent of Students*
Nonpublic		
New York City		
0 - 20 Percent	648	76.1%
21 - 40 Percent	69	8.0
41 - 60 Percent	61	6.3
61 - 80 Percent	48	5.8
81 -100 Percent	53	3.8
Rest of State		
0 - 20 Percent	1,071	89.9%
21 - 40 Percent	52	2.8
41 - 60 Percent	35	2.5
61 - 80 Percent	35	2.1
81 -100 Percent	85	2.7
Total Nonpublic		
0 - 20 Percent	1,719	82.2%
21 - 40 Percent	121	5.7
41 - 60 Percent	96	4.6
61 - 80 Percent	83	4.2
81 -100 Percent	138	3.3
Total State (Public &Nonpublic)		
0 - 20 Percent	4,035	60.8%
21 - 40 Percent	894	17.7
41 - 60 Percent	532	11.0
61 - 80 Percent	329	6.5
81 -100 Percent	265	4.0

*Percent of students by location attending schools in each poverty status category.

TABLE 1.6

NUMBER OF PUBLIC SCHOOLS AND PERCENT OF STUDENTS BY MINORITY COMPOSITION AND POVERTY STATUS OF SCHOOL

NEW YORK STATE

1991-92

Location/Minority Composition and Poverty Status of School	Number of Schools	Number of Students	Percent of Students*
New York City			
Low Poverty (0-20%)			
Low Minority (0-20%)	28	22,324	2.4%
Medium Minority (21-80%)	209	194,031	20.8
High Minority (81-100%)	68	74,110	7.9
Medium Poverty (21-40%)			
Low Minority (0-20%)	**	**	**
Medium Minority (21-80%)	69	85,151	9.1%
High Minority (81-100%)	149	142,509	15.3
High Poverty (41-100%)			
Low Minority (0-20%)	**	**	**
Medium Minority (21-80%)	22	15,811	1.7%
High Minority (81-100%)	406	400,167	42.8
Large City Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	**	**	**
Medium Minority (21-80%)	9	6,441	5.4%
High Minority (81-100%)	**	**	**
Medium Poverty (21-40%)			
Low Minority (0-20%)	**	**	**
Medium Minority (21-80%)	37	27,277	22.7%
High Minority (81-100%)	**	**	**
High Poverty (41-100%)			
Low Minority (0-20%)	**	**	**
Medium Minority (21-80%)	117	70,584	58.8%
High Minority (81-100%)	29	15,792	13.1

TABLE 1.6 (continued)

Location/Minority Composition and Poverty Status of School	Number of Schools	Number of Students	Percent of Students*
Other City Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	138	86,820	35.3 %
Medium Minority (21-80%)	53	35,012	14.2
High Minority (81-100%)	3	3,412	1.4
Medium Poverty (21-40%)			
Low Minority (0-20%)	84	42,343	17.2 %
Medium Minority (21-80%)	42	25,758	10.5
High Minority (81-100%)	3	1,376	0.6
High Poverty (41-100%)			
Low Minority (0-20%)	37	13,607	5.5 %
Medium Minority (21-80%)	71	32,761	13.3
High Minority (81-100%)	9	4,792	2.0
Suburban Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	1,360	812,327	77.6 %
Medium Minority (21-80%)	173	102,525	9.8
High Minority (81-100%)	11	6,017	0.6
Medium Poverty (21-40%)			
Low Minority (0-20%)	138	68,610	6.5 %
Medium Minority (21-80%)	40	23,883	2.3
High Minority (81-100%)	6	4,021	0.4
High Poverty (41-100%)			
Low Minority (0-20%)	19	8,236	0.8 %
Medium Minority (21-80%)	24	12,166	1.2
High Minority (81-100%)	18	8,512	0.8

TABLE 1.6 (concluded)

Location/Minority Composition and Poverty Status of School	Number of Schools	Number of Students	Percent of Students*
Rural Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	261	119,038	51.9 %
Medium Minority (21-80%)	8	5,037	2.2
High Minority (81-100%)	**	**	**
Medium Poverty (21-40%)			
Low Minority (0-20%)	185	81,405	35.5 %
Medium Minority (21-80%)	15	9,145	4.0
High Minority (81-100%)	1	223	0.1
High Poverty (41-100%)			
Low Minority (0-20%)	33	13,420	5.9 %
Medium Minority (21-80%)	2	980	0.4
High Minority (81-100%)	**	**	**
Total State			
Low Poverty (0-20%)			
Low Minority (0-20%)	1,787	1,040,509	40.4 %
Medium Minority (21-80%)	452	343,046	13.3
High Minority (81-100%)	82	83,539	3.2
Medium Poverty (21-40%)			
Low Minority (0-20%)	407	192,358	7.5 %
Medium Minority (21-80%)	203	171,214	6.6
High Minority (81-100%)	159	148,129	5.8
High Poverty (41-100%)			
Low Minority (0-20%)	89	35,263	1.4 %
Medium Minority (21-80%)	236	132,302	5.1
High Minority (81-100%)	462	429,263	16.7

NOTE: Excludes NYC Special Schools, Special Act Districts and New York City schools with citywide enrollment that do not provide percent on welfare.

* Percent of students by location attending schools in each poverty condition/ minority composition category.

** No schools in this category.

TABLE 1.7
NUMBER AND PERCENT OF PUBLIC SCHOOLS BY FREE- AND REDUCED-PRICE-LUNCH PROGRAM APPLICATION CATEGORY AND LOCATION

NEW YORK STATE
FALL 1991

Location	Schools in Each Free-and-Reduced-Price-Lunch Program Application Category											
	No Program		0 to 19.9%		20.0 to 39.9%		40.0 to 59.9%		60.0 to 79.9%		80.0 to 100%	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
New York City	21	2.1%	72	7.1%	132	13.1%	146	14.5%	237	23.5%	400	39.7%
Large City Districts	4	2.1	6	3.1	19	9.9	41	21.4	61	31.8	61	31.8
Other City Districts	10	2.3	103	23.4	161	36.6	105	23.9	44	10.0	17	3.9
Suburban Districts	238	13.2	1,113	61.7	320	17.7	101	5.6	24	1.3	8	0.4
Rural Districts	35	6.9	140	27.5	200	39.3	98	19.3	21	4.1	15	2.9
Total Public	308	7.8%	1,434	36.3%	832	21.0%	491	12.4%	387	9.8%	501	12.7%

TABLE 1.8
DISTRIBUTION OF PUBLIC SCHOOL STUDENT STABILITY RATES* BY LOCATION AND MINORITY COMPOSITION OF SCHOOL
NEW YORK STATE
1991-92

Location/Minority Composition of School	Percent Of Schools Having		
	Low Rate	Medium Rate	High Rate
New York City			
0 - 20 percent	0%	96%	4 %
21 - 40 percent	0	89	11
41 - 60 percent	2	95	3
61 - 80 percent	0	95	5
81- 100 percent	4	89	7
Total	3	91	6
Large City Districts			
0 - 20 percent	**	**	**
21 - 40 percent	0%	27%	73 %
41 - 60 percent	6	17	77
61 - 80 percent	0	24	76
81- 100 percent	4	55	41
Total	3	26	71
Other City Districts			
0 - 20 percent	0%	2%	98 %
21 - 40 percent	2	7	91
41 - 60 percent	0	10	90
61 - 80 percent	0	5	95
81- 100 percent	0	21	79
Total	1	4	94
Suburban Districts			
0 - 20 percent	1%	2%	97 %
21 - 40 percent	1	2	97
41 - 60 percent	0	2	98
61 - 80 percent	0	11	89
81- 100 percent	6	14	80
Total	1	2	97
Rural Districts			
0 - 20 percent	1%	2%	97 %
21 - 40 percent	5	9	86
41 - 60 percent	0	0	100
61 - 80 percent	**	**	**
81- 100 percent	0	0	100
Total	1	3	96
Total State			
0 - 20 percent	1%	3%	96 %
21 - 40 percent	2	25	73
41 - 60 percent	2	47	51
61 - 80 percent	0	50	50
81- 100 percent	4	82	14
Total	1	26	73

* Student Stability Rate = The percentage of students in the highest grade in a school in 1991-92 who were also enrolled in the same school in 1990-91. Low Rate= 1 - 40 %; Medium Rate= 41 - 80 %; High Rate= 81 -100 %

** No schools in this category.

TABLE 1.9
NUMBER AND PERCENT OF STUDENTS WITH LIMITED ENGLISH PROFICIENCY* BY SECTOR AND LOCATION NEW YORK STATE 1991-92

Sector/Location	Students	
	Number	Percent
Public		
New York City	134,523	14.1%
Large City Districts	8,366	7.0
Other City Districts	4,912	2.0
Suburban Districts	16,740	1.6
Rural Districts	943	0.4
Total Public	165,484	6.4%
Nonpublic		
New York City	15,794	5.9%
Other Nonpublic	3,579	1.7
Total Nonpublic	19,373	4.1%
Total State	184,857	6.0%

*Includes pupils who score at or below the 40th percentile on an English language assessment instrument approved by the Commissioner of Education.

CHAPTER II: ENROLLMENT TRENDS

During the 1991-92 school year, 3.06 million students were enrolled in New York State's public and nonpublic schools. Of these students, 2.59 million attended public schools and the remaining 0.47 million students attended nonpublic schools (Figure 2.1 and Table 2.1).

Figure 2.1
Public and Nonpublic School Enrollment (K-12)
1971-72 to 2001-02

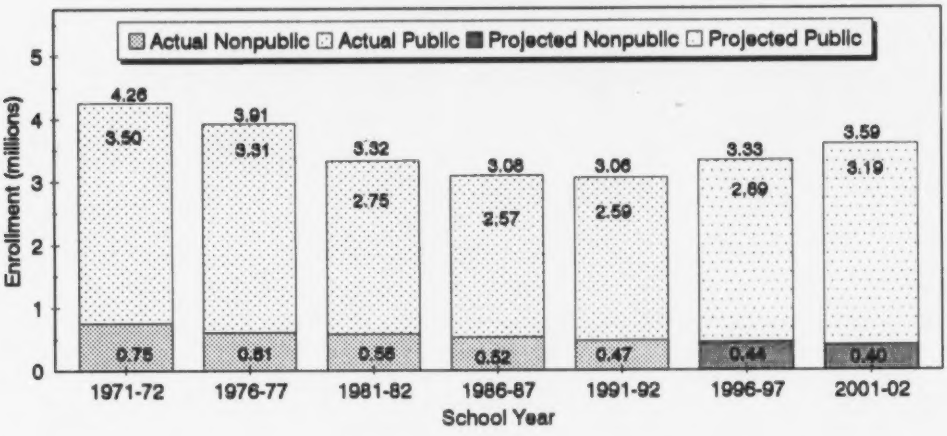
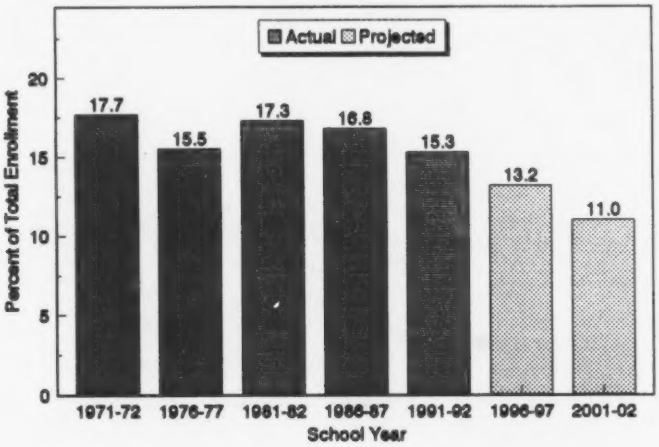


Figure 2.2
Nonpublic School Students
As Percent of Total Enrollment
1971-72 to 2001-02



Total public and nonpublic school enrollment in New York State declined more than 28 percent between 1971 and 1991. Because of an increase in public school enrollments that began in 1990, total enrollments are expected to increase to approximately 3.33 million in 1996-97 and 3.59 million in 2001-02. During this time, however, the percentage of children attending nonpublic schools is expected to decrease from 15.3 percent to 11.0 percent (Figure 2.2).

PUBLIC SCHOOL ENROLLMENTS

State public school enrollment was almost 26 percent lower in 1991-92 than in 1971-72, 2.59 million compared with 3.50 million. Analysis of enrollment trends in the past five years, however, reveals that a reversal of this two-decade downward trend began in 1990-91, when public school enrollments increased by approximately 31,000 students (Figure 2.3). Enrollments continued to increase in 1991-92. This upward trend, which originated with an increase in the elementary-school-aged population in 1986-87, is expected to continue throughout the next decade. Public school enrollment is predicted to recover to approximately 2.89 million by 1996 and to reach 3.19 million by 2001 (Figure 2.4).

Figure 2.3
Enrollment Trends in Public Schools
Fall 1986 to Fall 1991

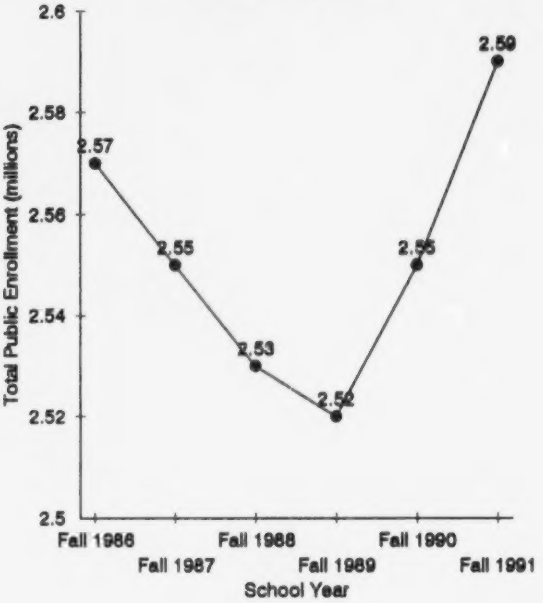
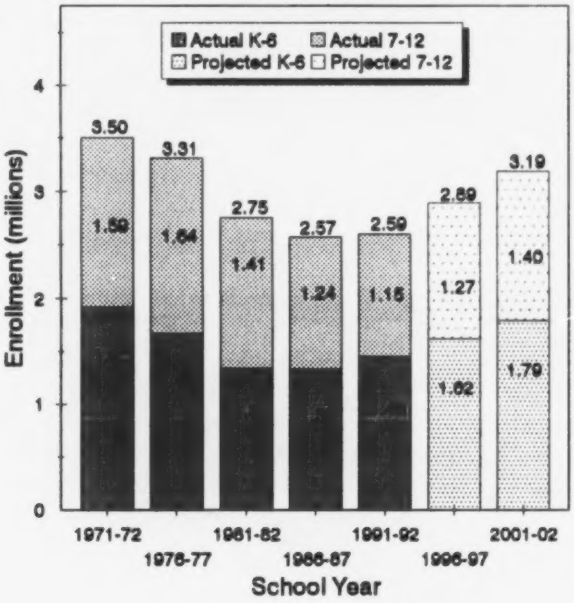
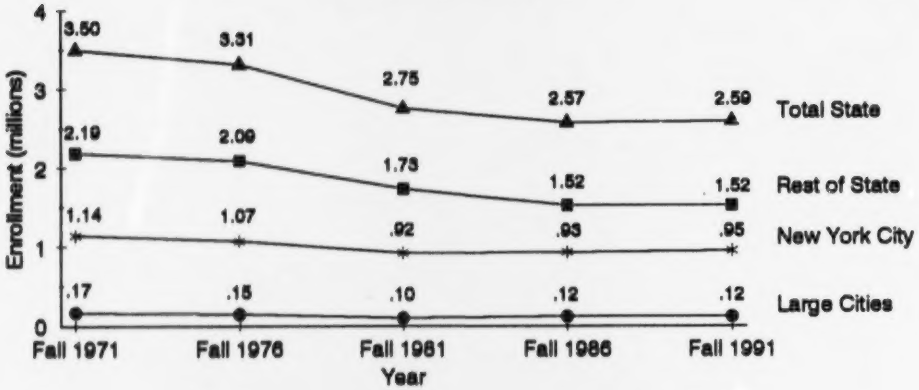


Figure 2.4
Elementary and Secondary Trends
in Public Enrollment
1971-72 to 2001-02



Enrollments have declined more rapidly in some locations than others (Figure 2.5). Among public school categories, the steepest decreases occurred in the Large City Districts. Enrollments in large cities decreased by more than 41 percent between fall 1971 and fall 1981, increased 20 percent by fall 1986, and remained stable until fall 1991. New York City public schools experienced the smallest decline, 19 percent between 1971 and 1981, and increased by 3 percent since 1981. Enrollments in the rest of the State continued to decline until 1986, when they were 31 percent lower than in 1971. They have remained stable since 1986.

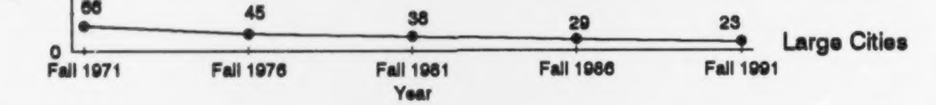
Figure 2.5
Enrollment Trends in Public Schools by Location
Fall 1971 to Fall 1991



NONPUBLIC SCHOOL ENROLLMENTS

In 1991-92, 15.3 percent of the State's school children attended nonpublic schools. The vast majority of these schools operated with religious affiliations; six in ten nonpublic schools were Roman Catholic. Nonpublic school enrollments declined during the 1970s and 1980s at a rate greater than that for the public schools (Figure 2.6). Between fall 1971 and fall 1991, nonpublic school enrollments decreased by 38 percent. Unlike public school enrollments, nonpublic school enrollments are expected to continue the downward trend throughout this decade, falling to approximately 400,000 by the year 2001. Consequently, the nonpublic school share of the State's total school enrollment, which was 17.7 percent in 1971-72, will decline to a projected 11.0 percent in 2001-02.

Figure 2.6
Enrollment Trends in Nonpublic Schools by Location
Fall 1971 to Fall 1991

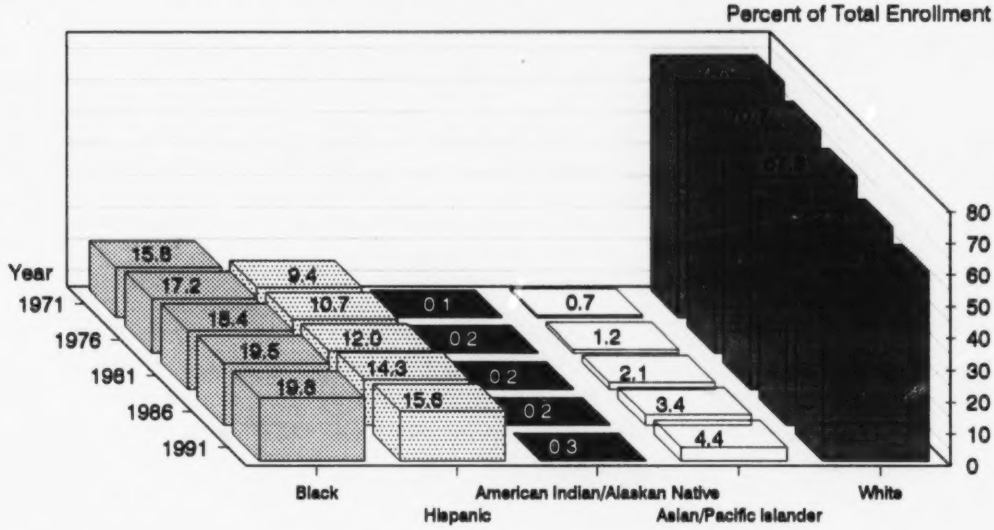


Location differences in nonpublic enrollment declines parallel those in the public schools. Again nonpublic schools in the Large Cities experienced the greatest decline from fall 1971 to fall 1991 (65 percent), while the decrease in New York City public schools (33 percent) was slightly less than that in the rest of the State (38 percent).

MINORITY ENROLLMENTS

Mirroring population changes in the State, minority children constitute an increasing percentage of the total public school enrollment. Between fall 1971 and fall 1991, the percentage of minority enrollments[1] in the public schools increased from 26 percent to over 40 percent (Figure 2.7).

Figure 2.7
Racial/Ethnic Group Enrollment Trends in Public Schools
Fall 1971 to Fall 1991



While each minority group increased its percentage of the total public enrollment between 1971 and 1991, the percentage increases for Hispanics, Native Americans, Asians and Pacific Islanders were slightly greater than that for Blacks. The greatest enrollment increase for any racial/ethnic group occurred among Asians and Pacific Islanders. Their 1991 share of enrollment was over six times greater than their 1971 share (Figure 2.7).

In nonpublic schools, minority enrollments during the same period more than doubled, from 13.6 percent in fall 1971 to 30.1 percent in fall 1991 (Figure 2.8). In contrast to minority enrollment trends in public schools, increasing Black enrollments accounted for half of this change. In 1971, 6.0 percent of nonpublic enrollments were Black; in 1991, 14.5 percent were Black. Hispanics, Asians and Pacific Islanders also increased their share of the nonpublic enrollment.

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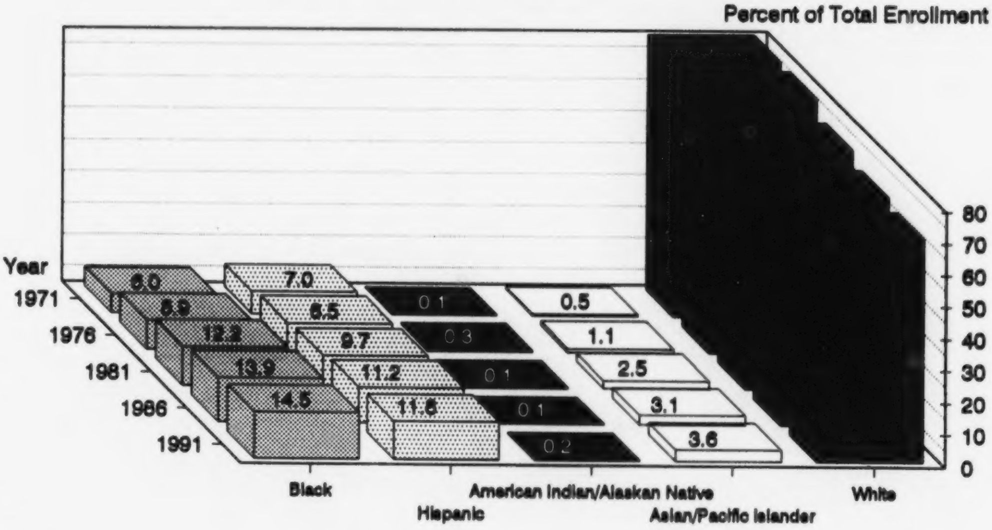
[1] Includes Blacks, Hispanics and Other Minorities (American Indians, Alaskan Natives, Asians and Pacific Islanders).

Figure 2.8
Racial/Ethnic Group Enrollment Trends in Nonpublic Schools
Fall 1971 to Fall 1991



CONCLUSION

Schools have been least successful in educating students who are minority, poor, or limited in English proficiency. The demographic trends strongly suggest that the number of these children in our cities will continue to increase, both in absolute numbers and as a percentage of the total student population.

TABLE 2.1

ELEMENTARY AND SECONDARY PUBLIC AND NONPUBLIC SCHOOL ENROLLMENT

NEW YORK STATE

1971-72 TO 2001-02

Year	Public			Nonpublic			Public/Nonpublic Combined			Nonpublic as a Percent of Total
	K-6	7-12	Total	K-6	7-12	Total	K-6	7-12	Total	
Actual										
1971-72	1,909,960	1,593,899	3,503,859	436,568	316,745	753,313	2,346,528	1,910,644	4,257,172	17.7%
1976-77	1,666,038	1,641,193	3,307,231	345,290	260,920	606,210	2,011,328	1,902,113	3,913,441	15.5
1981-82	1,339,210	1,409,187	2,748,397	330,280	246,159	576,439	1,669,490	1,655,346	3,324,836	17.3
1986-87	1,330,432	1,236,860	2,567,292	302,399	214,639	517,038	1,632,831	1,451,499	3,084,330	16.8
1991-92	1,446,349	1,146,666	2,593,015	279,301	189,757	469,058	1,725,650	1,336,423	3,062,073	15.3
Projected										
1996-97	1,623,231	1,267,887	2,891,118	262,020	176,127	438,147	1,885,251	1,444,014	3,329,265	13.2
2001-02	1,791,330	1,398,830	3,190,160	233,410	162,690	396,100	2,024,740	1,561,520	3,586,260	11.0

CHAPTER III: RESOURCES

Education may be this nation's largest enterprise in terms of the number of people involved (teachers, other staff, and students), the investment of time, and the fiscal resources required to operate it. The cost of public elementary and secondary education in New York State was almost $21 billion in 1990-91. Across the State, however, school districts varied substantially in fiscal resources. This discrepancy is significant because a district's fiscal resources determine its ability to acquire the resources that most directly affect instructional quality: personnel, instructional materials, computers, and media equipment.

A fundamental principle of the New Compact states that:

> *Every child in New York State is entitled to the resources necessary to provide the sound, basic education which the State Constitution requires. The requirement is not equality of input, but equity of outcome.*

This chapter examines the resources—fiscal, personnel, and equipment and materials—that are available to schools by school category and, in some cases, by minority-composition category to provide a basis for comparing resources and outcomes. The chapter demonstrates that, frequently, those schools with the poorest outcomes have the fewest resources. The examination and correction of this condition are critical to ensuring that students of both genders and all socioeconomic and racial/ethnic backgrounds show similar achievement on State assessments (Strategic Objective 8).

The mean district expenditure per pupil in New York State is among the highest in the nation but expenditures vary greatly among districts: in 1990-91, the district at the 90th percentile spent $11,943 per pupil; the district at the 10th percentile, $6,327. The first section of this chapter provides information on school finance in New York State, including variations among districts in fiscal resources.

The most important and most expensive resource of any school district is its personnel: administrators, teachers, specialists, and support staff. The quality, training, and effort of these individuals determine—more than any other factor—the quality of a school's instructional program. The quality and quantity of instruction and support, in turn, are major determinants of student performance. School districts across New York State vary widely in their student-to-staff ratios and in the preparation and experience of their teachers and administrators. The second section of this chapter presents information on public school teachers and administrators.

Modern technology has a potential to improve instruction and enhance learning that is unparalleled since the invention of the printing press. While technology is increasingly available in classrooms, its potential to change and improve instruction has barely been tapped. Technology can give students the opportunity to access information quickly, to receive individualized instruction, and to learn by doing through computer simulations. Access to television can bring current events, quality educational programs, and distance-learning opportunities into the classroom. The computer and media equipment available to students vary substantially across school districts. The third section of this chapter reports on the acquisition and use of technology and library resources.

CHAPTER III: RESOURCES — *PUBLIC SCHOOL FINANCE*

Article XI of the New York State Constitution mandates that the Legislature provide for the "... maintenançe and support of a system of free common schools, wherein all the children of this state may be educated." To fulfill its mandate, the Legislature established and supports a comprehensive system of public education. The Board of Regents, as its legal responsibility, develops legislative recommendations for achieving that mandate.

STATE, LOCAL, AND FEDERAL SUPPORT

The discussion that follows is based primarily upon district reports of expenditures and revenues during the five-year period from 1986-87 to 1990-91 (the latest year for which complete data are available). To make this analysis of public school finance more current and complete, recent legislated changes in State aid allocations to schools are reviewed.

During the first three years of this period, the State's economic climate was relatively strong (as it had been since 1983-84), and districts enjoyed substantial State aid and local revenue increases. In the last two years, however, a severe economic crisis resulted in a series of retrenchments by the State. In 1989-90, as the result of a restructuring of the Teachers' Retirement System, the spring 1990 State aid payments were reduced by approximately $684 million. This reduction transformed a planned increase of $625.5 million into a $58.5 million reduction in year-to-year aid, the first such decrease since the 1940s. In 1990-91, following a planned increase of more than a billion dollars, there was an unprecedented mid-year reduction of $190 million. Despite this reduction, the State provided substantially more aid to districts than the previous year. Finally, the largest reduction occurred between 1990-91 and 1991-92, when State aid dropped from almost $9 billion to an estimated $8.5 billion.

The fiscal consequences of the 1991-92 reduction on school district revenues and expenditures will be analyzed in next year's report, when complete data are available. Some early effects of this reduction, however, can be seen in the next section of this chapter, which reports on teachers and administrative personnel in 1991-92. Despite an increase in enrollments, the number of professional staff employed statewide decreased by three percent.

During 1990-91, revenues to support public elementary and secondary education in New York State totaled $20.9 billion. Of these funds, the State provided approximately $9.0 billion, representing 42.9 percent of total revenues from all sources. State aid increases before 1991-92 were dramatic, even though erratic. From 1986-87 to 1990-91, State aid increased by $2.3 billion (35.1 percent). Adjusted for inflation, these increases represented a 12.2 percent increase.

Financing public education, like governing schools, is a responsibility shared by the State and local communities. Local communities have increased their contributions to education as substantially as the State. In 1990-91, districts raised $11.2 billion to support education through tax levies and other local revenue sources. This contribution represented an actual dollar increase since 1986-87 of almost $2.8 billion or 33.2 percent (10.6 percent when adjusted for inflation).

State and local revenues comprised 96.6 percent of total revenues in 1990-91. The balance of the revenues for elementary and secondary education came from Federal sources. Traditionally, most Federal aid has been allocated to school districts to support specific purposes: to promote educational equity for historically underserved populations, such as children living in poverty; to advance a national purpose, for example, international economic competitiveness or national defense; and to support projects, such as research, that a single educational agency could not afford to undertake.

In 1990-91, the Federal contribution to State schools was approximately $712.0 million, or 3.4 percent of total revenue. This amount represented an increase of $215.4 million (43.4 percent) from 1986-87, when the Federal contribution was $496.5 million. Adjusted for inflation, growth in Federal funding during this period was greater than State and local revenue growth (19.1 percent versus 12.2 and 10.6 percent, respectively).

Because of parallel growth in State, local, and Federal revenues, their respective shares of total revenues remained virtually unchanged. In 1990-91, the State share was 42.9 percent, the local share, 53.7 percent, and the Federal share, 3.4 percent, compared to 42.7, 54.1, and 3.2 percent, respectively, in 1986-87.

Expenditures per Pupil

State aid revenues per pupil were substantially greater in 1990-91 than in 1986-87. The 1990-91 average State aid per pupil was $3,534. Without adjusting for inflation, this represents a 10.5 percent increase over the prior year and a 35.0 percent increase since 1986-87. Adjusted for inflation, the increase since 1986-87 was 12.2 percent.

Total expenditures[1] per pupil increased between 1986-87 and 1990-91 at a rate comparable to State aid per pupil. The 1990-91 mean expenditure per pupil was $8,199, an increase of 6.7 percent over the prior year and 35.2 percent since 1986-87 (Table 3.2). When this increase is adjusted for inflation, it is still a substantial 12.2 percent.

STATE AID DISTRIBUTION

While the 1990-91 average State share of total district revenues was 42.9 percent, State share varied among districts according to their combined wealth ratio (CWR), a measure of district ability to raise local revenues. In its effort to ensure a sound basic education to every child, the State contributes larger amounts of aid to districts with less ability to raise local revenues. Each district's ability to support the education of resident pupils with local revenues is estimated by determining the ratio of the district's property and personal income wealth per pupil to the corresponding State averages as established in law.[2]

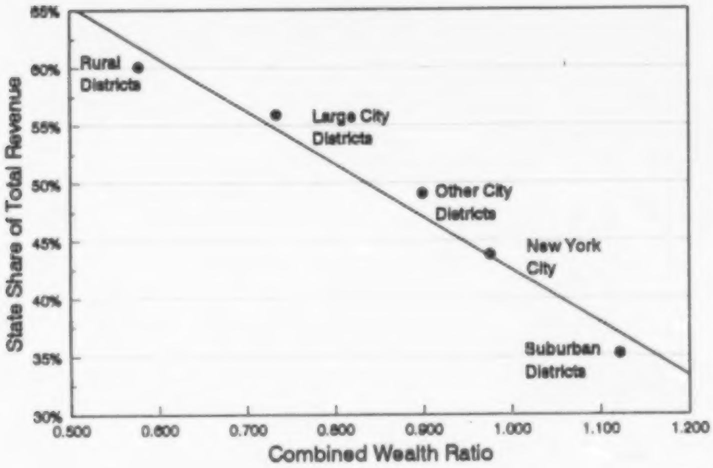
---

[1] Includes General, Debt Service, and Special Aid Funds.

[2] Combined Wealth Ratio is calculated by averaging: 1) a district-property-wealth measure per weighted pupil unit divided by the State average and 2) a district-personal-income measure per weighted pupil unit divided by the State average. The district-property-wealth measure is the lower of 1) the average of the 1987 and 1988 district full values or 2) 117 percent of the average of the 1986 and 1987 full values. The personal-income-wealth measure is the 1988 adjusted gross personal income of district residents. The weighted pupil units are based upon the adjusted average daily attendance of K-12 pupils resident in the district plus weightings for pupils with special educational needs, pupils with disabilities, and secondary school pupils; half-day kindergarten pupils are weighted at 0.5.

In theory, the CWR of a district with per-pupil wealth equal to the State average is 1.000. As a district's wealth increases relative to the State average, so does its CWR; conversely, as a district's wealth decreases, so does its CWR. Figure 3.1 illustrates the relationship between CWR and State share of total revenues for each of the district categories. Suburban Districts had the largest composite CWR (1.122) and consequently received the smallest percentage (35.2 percent) of their revenues from the State. Rural Districts had the smallest composite CWR (0.578) and received the largest percentage of revenues from the State (60.1 percent).

Figure 3.1
Relationship Between Combined Wealth Ratio
and State Share of Total District Revenues
New York State
1990-91



The CWRs for district categories (Table 3.3) reflect calculations based on the property values, income, and pupils in all districts in the category compared to the corresponding State averages as legislated each year. The CWRs reported in the table underrepresent the true average wealth of the category. To protect districts from the adverse effects on their State aid allocation of rapidly increasing property values, the increase for individual districts was capped at 117 percent, but the uncapped amount was used to calculate the State average. Therefore, the State average value for CWRs actually used in allocating aid in 1990-91 was 0.978 instead of the theoretical 1.000.

BUDGET ALLOCATION

Across categories, districts allocated comparable portions of their budgets to instruction, central administration, transportation, and debt service. The largest expenditure category was instruction, which accounted for 74.9 percent of expenditures statewide in 1986-87 and 75.5 percent in 1990-91. Examining the components of instructional expense shows that expenditures for fringe benefits decreased, while other instructional expenditures increased. The decrease in instructional-fringe-benefit expenditures was influenced by a number of factors including the optional postponement (by amortization) of 1989-90 district payments to the New York State Teachers' Retirement System.

Central administrative costs accounted for a small percentage of total expenditures, averaging about 2.1 percent statewide, a 0.2 percentage point increase since 1986-87. Other Department data indicate that central administration costs, as a percentage of all expenses, generally diminish with increased district size, but may constitute a five- to six-percent share of overall expense in some very small districts. The percentages of total expenditures devoted to transportation and debt service also remained roughly stable over the period, accounting for 5.4 and 4.1 percent, respectively, of total expenditures in 1990-91.

EXPENDITURE DIFFERENCES AMONG SCHOOL CATEGORIES

Total expenditures for 1990-91, when calculated on a per-pupil basis, varied substantially by district category. Both the expenditure measure and the pupil count used in this analysis are designed to reflect a district's educational costs as accurately as possible. Hence, expenditures include those charged to the General, Debt Service, and Special Aid Funds. The pupil measure is based on enrollment and includes students enrolled in district programs; pupils with disabilities educated in district, BOCES, and Section 4402 programs; and students educated in other districts. Prekindergarten and half-day kindergarten pupils are weighted at 0.5.

Table 3.4 depicts variations in median expenditures per pupil between 1986-87 and 1990-91 within and among categories. In general, Large City Districts spent the most ($8,594), followed by Suburban Districts ($8,162), New York City ($7,494), Other City Districts ($7,119), and Rural Districts ($7,011). In 1990-91, the median district within each category spent from 32 to 39 percent more per pupil than in 1986-87. The increase in city districts, where academic achievement is generally lower, was smaller than that in Suburban and Rural Districts.

In 1990-91, statewide the district at the 90th percentile of expenditure per pupil spent 88.8 percent more than the district at the 10th percentile ($11,943 versus $6,327 per pupil), as compared with an expenditure gap of 88.5 percent in 1986-87. Since some of this statewide expenditure disparity can be attributed to differences in regional costs, expenditure disparities among Upstate and Downstate Suburban and Other City Districts are examined.

The per-pupil spending levels of Upstate Other City, Suburban, and Rural Districts were quite similar and substantially lower than spending levels in downstate districts (Table 3.5). The expenditure per pupil in the downstate districts at the 10th percentile actually exceeded that of upstate districts at the 90th percentile. The Downstate Suburban district at the 10th percentile spent $9,062 per pupil in 1990-91 compared with the following expenditures per pupil in upstate districts at the 90th percentile: Rural, $8,788; Suburban, $8,689; and Other City, $8,487.

Such findings can be accounted for by a variety of factors, such as the higher regional cost of procuring educational goods and services in the New York Metropolitan Area and the greater fiscal capacity of many, but not all, Downstate Suburban Districts. Of more concern than the disparity in expenditures between upstate and downstate districts is the disparity between New York City and its downstate suburbs, which are subject to similar regional costs. The mean expenditure in New York City was $7,494 compared with $11,352 in the median Downstate Suburban District and $12,405 in the median Downstate Other City District.

Disparities in expenditures among similar districts generate concern about the ability of the lowest-spending districts to meet the educational needs of their students. In some district categories, the expenditure gap widened during the late 1980s, while in others it narrowed. The gap in Other City

Districts, both upstate and downstate, narrowed during the five years analyzed. In Downstate Other Cities, in 1986-87, the highest-spending district spent 60 percent more than the lowest-spending district; by 1990-91 this gap had been reduced to 51.4 percent. In Upstate Other City Districts, the gap between the districts at the 10th and 90th percentiles was reduced from 43.1 to 33.4 percent.

In contrast, the expenditure gaps in Upstate and Downstate Suburban Districts and in Rural Districts widened during this time. In Downstate Suburban Districts, the gap increased from 56.9 to 60.2 percent. While substantially smaller in magnitude, the gap in Upstate Suburban Districts also increased, from 35.6 to 39.3 percent. Similarly, the Rural District at the 90th percentile spent 39.1 percent more than the district at the 10th percentile in 1986-87 and 44.3 percent more in 1990-91.

SUMMARY

State aid to schools grew substantially between 1986-87 and 1990-91. This growth, together with similar increases in local and Federal revenues, increased the amount of money school districts spent per pupil, even after accounting for inflation. Little was accomplished, however, in reducing the disparities among districts in expenditures per pupil. Unfortunately, the statewide fiscal crises experienced in the last few years significantly reduced the State aid allocated to districts in 1991-92. While the data to completely analyze the effects of this reduction are not yet available, some of its consequences are evident in the next section, which discusses school professional personnel.

TABLE 3.1

TOTAL REVENUES FOR PUBLIC ELEMENTARY AND SECONDARY EDUCATION
(In Thousands)

NEW YORK STATE
1986-87 to 1990-91

School Year	Total Revenue From All Sources	Revenues from State Sources		Revenues from Federal Sources		Revenues from Local Sources	
		Amount	% of Total Revenue	Amount	% of Total Revenue	Amount	% of Total Revenue
1986-87	$15,587,318	$6,656,241	42.7%	$496,544	3.2%	$ 8,434,534	54.1%
1987-88	16,902,062	7,382,238	43.7	496,032	2.9	9,023,792	53.4
1988-89	18,406,365	8,094,255	44.0	568,464	3.1	9,743,646	52.9
1989-90	19,359,537	8,035,733	41.5	703,705	3.6	10,620,099	54.9
1990-91	20,937,034	8,991,386	42.9	711,978	3.4	11,233,690	53.7

Source: Table 1 of the Fourth Annual District Fiscal Profile Report.

TABLE 3.2

STATE AID REVENUES PER PUPIL AND EXPENDITURES PER PUPIL * PUBLIC ELEMENTARY AND SECONDARY EDUCATION

NEW YORK STATE
1986-87 to 1990-91

School Year	State Aid Revenues Per Pupil	% Increase in State Aid Rev. Per Pupil Over Prior Year	Expenditures Per Pupil	% Increase in Expenditures Per Pupil Over Prior Year
1986-87	$2,617	NA	$6,064	NA
1987-88	2,924	11.7%	6,670	10.0%
1988-89	3,228	10.4	7,285	9.2
1989-90	3,199	-0.9	7,687	5.5
1990-91	3,534	10.5	8,199	6.7

Source: Table 2 of the Fourth Annual District Fiscal Profile Report.

* Expenditures per pupil were calculated using total expenditures, including those charged to the General, Debt Service, and Special Aid Funds. The pupil measure is the combined adjusted average daily membership including students enrolled in district programs; disabled pupils educated in district, BOCES, and Section 4402 programs; and students educated in other districts for which the district pays tuition. Prekindergarten and half-day kindergarten pupils are weighted at 0.5.

TABLE 3.3
PUBLIC SCHOOL EXPENDITURES PER PUPIL, STATE REVENUE SHARE, COMBINED WEALTH RATIO, AND PERCENT DISTRIBUTION OF EXPENDITURES
NEW YORK STATE: 1986-87 to 1990-91

Location	Fiscal Data			% Distribution of Expenditures **							
	Expend Per Pupil Unit * $	NYS Revn Share %	Combnd Wealth Ratio	Instruction			Central Admin	Trans	Debt Service	Misc
				Excludng Fringe Benefits	Fringe Benefits	Total				
New York City										
1986-87	5,671	41.3	0.979	62.0	16.5	78.5	1.9	5.5	2.7	11.4
1987-88	6,196	42.8	0.978	61.7	16.2	77.9	1.9	5.3	2.4	12.5
1988-89	6,685	44.1	0.980	63.5	14.6	78.1	2.0	5.2	2.0	12.6
1989-90	7,320	43.3	0.982	63.2	15.2	78.4	2.1	5.3	2.0	12.2
1990-91	7,494	43.8	0.976	64.7	14.6	79.3	2.2	5.3	2.3	10.9
Large City Dist.										
1986-87	6,245	47.9	0.890	57.4	16.9	74.3	1.2	6.0	4.3	14.3
1987-88	6,893	51.2	0.863	58.4	17.0	75.4	1.1	5.7	4.1	13.7
1988-89	7,647	55.8	0.829	59.0	16.9	75.9	1.1	5.7	3.6	13.8
1989-90	7,665	53.4	0.764	63.7	12.4	76.1	1.2	6.2	3.4	13.0
1990-91	8,337	55.9	0.734	61.3	13.9	75.2	1.4	6.3	3.5	13.6
Other City Dist.										
1986-87	5,938	51.0	0.977	57.1	15.7	72.8	1.8	4.0	5.6	15.8
1987-88	6,507	50.8	0.976	58.4	15.4	73.9	1.8	4.2	4.9	15.3
1988-89	7,090	50.7	0.958	59.3	15.4	74.7	1.8	4.2	4.5	14.8
1989-90	7,307	47.5	0.929	62.5	12.1	74.6	1.9	4.4	4.8	14.3
1990-91	7,968	49.1	0.900	61.8	13.2	75.0	1.8	4.3	5.5	13.4
Suburban Dist.										
1986-87	6,624	38.8	1.091	57.8	15.5	73.3	2.0	5.5	4.4	14.8
1987-88	7,337	39.1	1.099	58.0	15.3	73.4	2.0	5.6	4.2	14.8
1988-89	8,069	38.3	1.114	58.5	15.1	73.6	2.0	5.5	4.2	14.7
1989-90	8,373	34.6	1.128	61.4	12.0	73.4	2.2	5.7	4.3	14.4
1990-91	9,114	35.2	1.122	60.5	13.2	73.7	2.1	5.5	4.4	14.3
Rural Dist.										
1986-87	5,114	60.4	0.681	56.4	14.0	70.4	2.7	6.4	5.7	14.9
1987-88	5,606	61.5	0.666	57.6	13.9	71.5	2.7	6.3	4.9	14.6
1988-89	6,207	61.5	0.642	57.7	13.7	71.4	2.6	6.0	6.0	13.9
1989-90	6,522	58.9	0.611	59.7	11.5	71.1	2.7	6.1	6.9	13.2
1990-91	7,163	60.1	0.578	58.6	12.0	70.5	2.6	5.8	8.2	12.8
Total Public										
1986-87	6,064	42.7	0.996	59.0	15.9	74.9	1.9	5.4	4.0	13.8
1987-88	6,670	43.7	0.996	59.3	15.6	74.9	2.0	5.4	3.7	14.0
1988-89	7,285	44.0	0.997	60.2	15.0	75.2	2.0	5.3	3.6	13.9
1989-90	7,687	41.5	0.988	62.1	13.1	75.2	2.1	5.5	3.7	13.5
1990-91	8,199	42.9	0.978	61.9	13.6	75.5	2.1	5.4	4.1	12.9

* Expenditures per pupil were calculated as in Table 3.2.

** The expenditure categories are defined in the Glossary (Statistical Profiles of Public School Districts).

TABLE 3.4

PUBLIC SCHOOL EXPENDITURES PER PUPIL UNIT FOR DISTRICTS AT THE 10TH, 50TH, AND 90TH PERCENTILES OF EXPENSE BY LOCATION

NEW YORK STATE
1986-87 and 1990-91

Location	Expend./ Pupil Unit* 1986-87	Expend./ Pupil Unit* 1990-91	Expend. Change $	Expend. Change %	Expend. Gap '86 Index**	Expend. Gap '90 Index**
New York City	$5,671	$ 7,494	$1,822	32.1%	NA	NA
Large City Districts mean	$6,443	$ 8,594	$2,151	33.4%	NA	NA
Other City Districts						
10th	$4,682	$ 6,367	$1,685	36.0%	55.4%	52.8%
50th	5,328	7,119	1,791	33.6		
90th	7,275	9,728	2,453	33.7		
Suburban Districts						
10th	$4,717	$ 6,517	$1,800	38.2%	96.9%	93.0%
50th	5,890	8,162	2,272	38.6		
90th	9,289	12,581	3,291	35.4		
Rural Districts						
10th	$4,405	$ 6,088	$1,683	38.2%	39.1%	44.3%
50th	5,082	7,011	1,929	38.0		
90th	6,126	8,788	2,662	43.5		
State Total						
10th	$4,549	$ 6,327	$1,178	39.1%	88.5%	88.8%
50th	5,457	7,494	2,038	37.3		
90th	8,576	11,943	3,367	39.3		

* Expenditures per pupil were calculated as in Table 3.2.

** The expenditure-gap index is calculated by determining the expenditure per pupil difference between the 10th and 90th percentiles, dividing the difference by the expenditure per pupil at the 10th percentile, and multiplying the result by 100.

TABLE 3.5

UPSTATE-DOWNSTATE COMPARISON OF PUBLIC SCHOOL EXPENDITURES PER PUPIL UNIT FOR DISTRICTS AT THE 10TH, 50TH AND 90TH PERCENTILES OF EXPENSE BY LOCATION

NEW YORK STATE
1986-87 and 1990-91

	Expend./ Pupil Unit*	Expend./ Pupil Unit	Expend. Change	Expend. Change	Expend. Gap '86	Expend. Gap '90
Location	1986-87	1990-91	$	%	Index**	Index**
Other City Districts						
Downstate (N=7)						
1st District	$ 6,991	$ 9,728	$2,737	39.1%	60.0%	51.4%
4th District	8,611	12,405	3,795	44.1		
7th District	11,185	14,725	3,540	31.7		
Upstate (N=50)						
10th	$ 4,574	$ 6,363	$1,789	39.1%	43.1%	33.4%
50th	5,293	7,011	1,718	32.5		
90th	6,546	8,487	1,941	29.6		
Suburban Districts						
Downstate (N=169)						
10th	$ 6,467	$ 9,062	$2,595	40.1%	56.9%	60.2%
50th	8,288	11,352	3,064	37.0		
90th	10,148	14,514	4,366	43.0		
Upstate (N=243)						
10th	$ 4,589	$ 6,237	$1,648	35.9%	35.6%	39.3%
50th	5,203	7,183	1,980	38.1		
90th	6,225	8,689	2,464	39.6		
Rural Districts* (N=219)**						
10th	$ 4,405	$ 6,088	$1,683	38.2%	39.1%	44.3%
50th	5,082	7,011	1,929	38.0		
90th	6,126	8,788	2,662	43.5		

* Expenditures per pupil were calculated were calculated as in Table 3.2.

** The expenditure-gap index is calculated by determining the expenditure per pupil difference between the 10th and 90th percentiles, dividing the difference by the expenditure per pupil at the 10th percentile, and multiplying the result by 100.

*** The rural districts, by definition, are upstate districts.

In 1991-92, a decade-long growth trend in the number of public school personnel was reversed. Compared with the previous year, there were over 7,000 (3 percent) fewer classroom teachers and other professional staff in State schools. Approximately 180,000 persons taught in New York State's public schools; an additional 32,000 held other professional positions[1] in school districts (Table 3.6). The precipitous decline in staff in the last year resulted in changes in other indicators: an increase in student-teacher ratios, an increase in teacher turnover rates, a reduction in the percentage of uncertified teachers, and a decrease in median years' teacher experience.

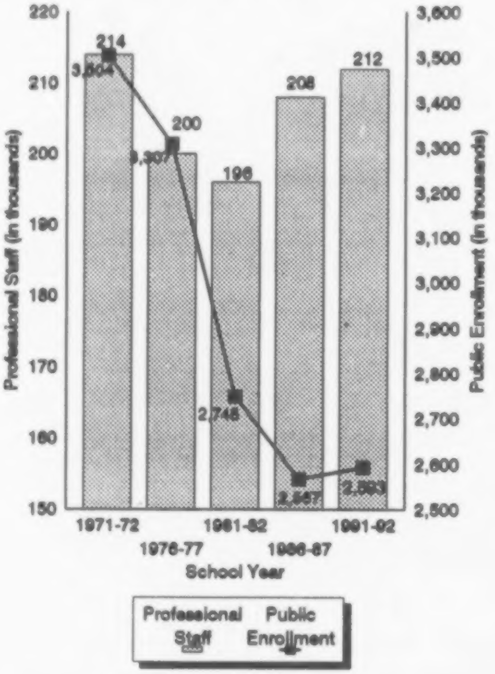
Tracing the long-term trend in the number of professional staff employed reveals a decrease of 18,000 staff (8 percent) between 1971-72 and 1981-82 followed by an increase of nearly 24,000 (12 percent) staff between 1981-82 and 1990-91. Part of this increase may be accounted for by greater enrollments in special-education, English as a second language, and bilingual programs mandated by law or regulation.

The decline in professional staff in the 1970s responded to a decline in enrollment. When the number of school professionals began to increase in the 1980s, however, enrollment continued to decrease. Figure 3.2 contrasts the decline in public enrollment (26 percent) with the increase in professional teaching and nonteaching staff. In 1971-72, 214,000 professional staff served 3.50 million students; last year, 212,000 served 2.59 million students. In 1991-92, on average, districts employed one classroom teacher for every 14.9 students.[2] This statistic compares with 13.7 students in 1990-91, 16.4 students in 1981-82, and 18.9 students per teacher in 1971-72.

Last year's increase in student-teacher ratios was accompanied by an increase in class sizes, partially negating improvements during the 1980s in public school class sizes (Table 3.7). Statewide, average class-size increases ranged from 0.4 to 1.1 pupils. On average, there were 23 to 24 pupils in each grade 1-6 class and in each documented secondary class and 22 pupils in each kindergarten class.

Figure 3.2
Trends in Public School Enrollment and Total Professional Staff

New York State
1971-72 to 1991-92



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[1] Includes administrators, school counselors, school nurses, psychologists, and other professional staff who devote more than half of their time to nonteaching duties.

[2] The denominator in each ratio is total staff, which includes both full-time and part-time staff.

Despite significant reductions in class sizes through the 1980s, the City continued to have substantially larger classes than other school categories. They also experienced the greatest increases in 1991-92. New York City kindergarten classes averaged four more pupils, other elementary classes averaged six more pupils, and secondary classes averaged eight to nine more students than classes outside the Big 5. Classes in Large City Districts were also somewhat larger than those in districts outside the Big 5.

The reduction in professional staff also affected the pupil-personnel services staff. During 1991-92 for every 1,000 students, districts employed an average of 1.0 full-time-equivalent (FTE) school psychologist, 0.5 FTE school social workers, and 2.0 FTE school counselors (Table 3.8). These statistics compare with 0.9 school psychologists, 0.5 school social workers, and 2.2 school counselors in 1990-91. Slight reductions in the total number of pupil-personnel staff per 1000 students were experienced in every school category: in New York City the number was 3.7 compared with 3.9 the previous year; in the Large City Districts, 4.1 compared with 4.4; in Other City Districts, 3.3 compared with 3.4; in Suburban Districts, 3.6 compared with 3.7; and in Rural Districts, 2.6 compared with 2.8. Just as the large urban districts had larger percentages of students enrolled in special education and larger percentages of students in poverty, these school districts had higher pupil-personnel staff ratios.

PROFESSIONAL STAFF CHARACTERISTICS

This section describes some characteristics that are believed to affect the quality of instruction and other professional services: median years' experience, educational credentials (degree status), certification, and teacher turnover in schools. Salary levels, which influence school districts' ability to attract and keep qualified teachers, are also examined. Variations among public school districts in the characteristics of the professionals they employ are found.

Salary

The largest component of educational expenditures is instructional-staff salaries. Table 3.9 shows the median salary of teachers by degree status over the last 20 years. In actual dollars, between 1971-72 and 1991-92 the median salary more than tripled for teachers with bachelor's degrees, regardless of experience, and for teachers with advanced degrees and at least 10 years' experience. When median teacher salaries are adjusted for inflation, a different picture emerges. All teachers experienced losses in adjusted salary during the 1970s and gains during the 1980s. The gains of the 1980s, however, did not compensate for losses to inflation during the 1970s. Comparing adjusted 1991-92 salaries with salaries 20 years earlier reveals that teachers at all levels of education and experience lost ground. First-year teachers, regardless of degree status, experienced the greatest losses in earning power during the 1970s and the largest gains since 1981 (Table 3.10). Consequently, the relative salary levels of beginning and experienced teachers have changed very little, except that first-year teachers with master's degrees earned lower salaries compared with other teachers than in 1971-72.

The salaries of both instructional and noninstructional staff are related to regional costs, professional experience, formal postsecondary training, and certification status in areas appropriate to formal responsibilities. Differences among school categories on these factors resulted in significant variations in staff salaries (Table 3.11). In general, in 1991-92 administrators and classroom teachers in Suburban Districts, and noninstructional professional staff in New York City, earned the highest salaries among their peers. Staff in Rural Districts earned less than comparable staff in other school categories. In all school categories, except New York City, all professional salaries increased compared with the previous year. New York City teachers worked without a contract in 1991-92 and their salary scale remained at the 1990-91 level.

Teacher Turnover

Across the State, approximately 11 percent of public school teachers who had taught in 1990-91 did not return to teaching in the State in 1991-92 (Table 3.12). This turnover rate represents an increase from the previous year when the rate was nine percent; this increase in turnover rate is most likely associated with reductions in teaching positions. The curriculum areas with the highest turnover rates were bilingual education (14 percent), English as a second language (15 percent), special education, and occupational education (both 12 percent). The subjects with the lowest turnover rate were mathematics and elementary education (both nine percent). Overall, turnover rates for males and females did not differ.

In addition to calculating the percentage of teachers who left the State teaching force after the 1990-91 school year, for each school category the percentage of teachers who left their district was calculated (Table 3.16). Like other teacher characteristics, turnover rates varied by school category. New York City had the highest (19 percent); Other City and Rural Districts, the lowest (9 percent).

Certification Status

In New York State, 77.0 percent of teachers in 1991-92 held permanent certification (requiring a master's degree and two years' teaching experience). In several key curriculum areas, however, the percentage of permanently certified teachers was below 60 percent: bilingual education (38.8 percent), English as a second language (58.0 percent), health occupations (57.9), technical education (44.4), trade education (33.0), instructional technology (43.8), and several special-education fields (50.4 to 77.2 percent). As might be expected, these curriculum areas were more likely than others to be taught by teachers who were not certified in the area (Table 3.13).

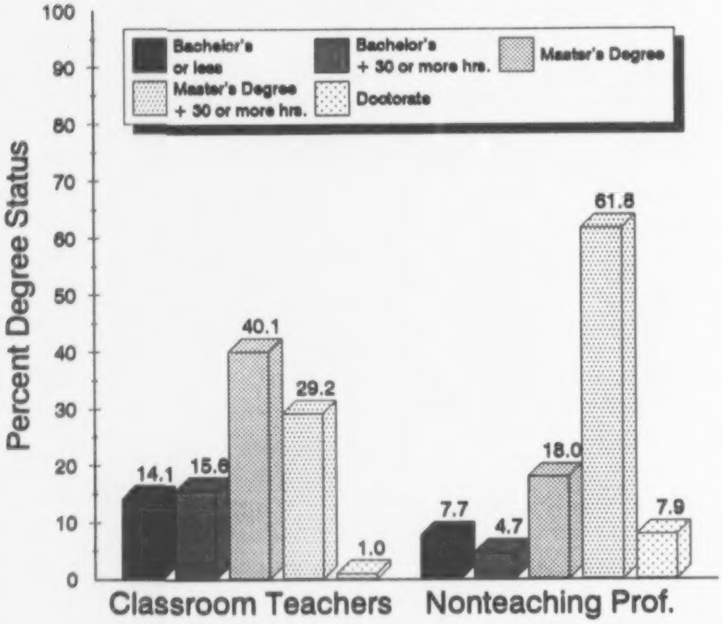
Presumably because staff reductions in New York City not achieved through retirements were achieved by laying off uncertified teachers, the City's percentage of uncertified teachers was reduced substantially compared to the previous year, from 16.3 to 11.8 percent (Table 3.16). Some of this reduction may also have resulted from intensive efforts to provide uncertified teachers with opportunities to earn credentials. Among school categories, New York City still had the highest percentage of uncertified teachers, while Suburban Districts had the lowest percentage (4.6 percent compared with 4.4 the previous year).

Table 3.14 shows that the percentage of nonteaching professional personnel with permanent certification was also quite high (76.4 percent). Almost all superintendents had permanent certification; the percentages for specific fields ranged from 88.3 percent for deputy or associate superintendents to 98.5 percent for superintendents in independent districts. The percentages of principals with permanent certification ranged from 73.1 percent for assistant K-12 school principals to 94.0 percent for junior high school principals. Pupil-personnel staff (attendance teachers, school psychologists, social workers, school counselors, nurse-teachers, school nurses, and dental hygienists), as a group, had somewhat lower percentages of permanent certification, ranging from 65.7 percent for attendance teachers to 96.2 percent for dental hygienists.

Degree Status

The educational level attained by instructional and noninstructional staff affects their salary expectations and demands. A master's degree is required for permanent certification as a teacher. Certification in other professional fields such as district administration or school psychology may require 60 hours' study beyond the bachelor's degree. In general, New York's school professionals were highly educated (Figure 3.3). Almost 86 percent of classroom teachers had at least 30 credit hours beyond the bachelor's degree (the educational requirement for permanent teacher certification until 1978); over 30 percent had 30 credit hours beyond the master's degree. Among nonteaching professionals, 70 percent had at least 30 credits beyond the master's. New York City had the largest percentage of classroom teachers with this high level of education (44.4 percent); Rural Districts, the smallest (10.7 percent).

Figure 3.3
Degree Status of Public School Professional Personnel
1991-92



Experience

The State's education professionals, as a whole, are highly experienced; the median years' experience for administrators in 1991-92 was 23 years, for classroom teachers and other professionals, 17 years (Table 3.15). There was some variation, however, among school categories in the experience of professional staff. New York City classroom teachers were the least experienced as were Other Professional Staff and Administrators at the 25th and 50th percentiles in Rural Districts. There were few changes in experience levels statewide compared with the previous year; among New York City teachers, however, the median years' experience dropped from 14 to 13 years, possibly because many experienced teachers took advantage of retirement incentives offered by the district.

Summary of Classroom Teacher Characteristics

The selected educator characteristics that have been discussed independently above directly influence each other. Teachers with greater experience and more education earn higher salaries. Higher turnover rates may necessitate greater reliance on uncertified teachers. Table 3.16 summarizes selected teacher characteristics in 1991-92 for each for the five public school categories. New York City had the largest number of students per teacher, 16.7; Rural Districts, the smallest, 13.8. The absence of teacher raises in New York City in 1991-92 caused them to drop from second to third highest in median salary ($43,217); both Suburban and Large City teachers earned higher median salaries than New York City teachers. New York City had the most teachers with 30 credit hours beyond the master's degree (44.4 percent). In contrast, New York City had the highest rate of teacher turnover (19 percent), the largest percentage of teachers who were not certified (11.8 percent), and the fewest median years' experience (13 years). Suburban Districts had the best qualified teachers as indicated by certification (4.6 percent not certified) and experience (19 years). Rural Districts paid the lowest median salary ($35,788) and had the smallest percentage of teachers with educational credentials beyond the master's degree (10.7 percent), but had the lowest turnover rate (9 percent).

Teacher Characteristics and Minority Schools

Chapter V documents the sharp contrasts in performance between schools with low and high minority composition. Corresponding contrasts were found in classroom teacher characteristics among public schools with varying minority composition (Table 3.17). Statewide, teachers in low-minority schools (20 percent or fewer minority students) were less likely to leave their schools, were more likely to be certified, and had more experience than teachers in high-minority schools (81 percent or more minority). A larger percentage of teachers in high-minority schools, however, had completed significant graduate work beyond the master's degree. In New York City, teachers in low-minority schools earned larger salaries than teachers in high-minority schools. This situation was reversed in the Large City and Rest of State Districts: teachers in high-minority schools earned higher median wages than teachers in low-minority schools. But, in Rest of State Districts, teachers in schools with 21 to 80 percent minorities earned larger salaries than teachers in low-minority schools. Statewide salary contrasts between low- and high-minority schools are obscured by the concentration of high-minority schools in higher-salaried urban districts.

Among all schools statewide with minority enrollments greater than 80 percent, New York City schools had the lowest median salaries ($41,129), the highest teacher turnover rate (23 percent), the highest percentage of teachers who were teaching outside their subject of certification (14.1 percent), and the teachers with the fewest years' experience (12 years). On the other hand, New York City schools in this category had the highest percentage of teachers holding educational credentials beyond the master's degree.

Do Teacher Characteristics Make a Difference?

The finding of differences in measured teacher characteristics among school district and minority-composition categories suggests that these differences might be related to differences in performance among categories. Very little convincing empirical evidence exists on this issue because of the difficulty of disentangling the multiple factors that influence performance. The following is one illustration of this difficulty: the last-hired and, presumably, least experienced teachers are frequently assigned to schools where performance has traditionally been the lowest. Consequently, when this pattern of low-performance continues it may be attributable to either inexperienced teachers or insufficient prior school learning. To separate the two influences, a measure of prior learning is necessary. When such a measure is unavailable, socioeconomic status is frequently used as a surrogate, because socioeconomic status is known to be related to educational outcomes.

This analysis suggests that the ideal condition for measuring the effect of teacher characteristics on performance would be one in which classes were composed of randomly assigned students so there would be no systematic differences among these classes in socioeconomic status. Teachers with varying levels of experience, certification, and education could then be randomly assigned to these classes. Measured differences among these classes in performance would estimate the effect of these teacher variables on performance. This estimate would be subject to dispute, because while socioeconomic status is related to performance, it is merely a proxy for other causative factors, such as the amount of school-related learning that occurs in the home. Such factors vary widely among children of matched socioeconomic status and, consequently, so does performance.

This experiment was approximated statistically by examining the effects of three teacher variables on the percentage of students above the State reference point on the grade 3 Pupil Evaluation Program (PEP) reading test controlling for school poverty status and minority category. The three teacher variables were percentage of teachers who are not certified, median years' experience, and percentage of teachers with 30 credits beyond the master's degree (master's plus 30). This is a very weak test of the hypothesis because the PEP test is designed only to identify children who have not acquired the ability to read the simplest connected prose. It does not discriminate among children who have achieved this goal.

Each school category was analyzed separately. In each, the percentage of children in poverty was significantly and negatively related to performance on the grade 3 reading test. In every category except Large City Districts and Rural Districts, minority-composition category was also related to PEP performance. Once the effect of poverty was controlled, minority composition explained only a small amount of variance in performance. This finding supports other research demonstrating that many racial/ethnic differences in performance can be accounted for by differences in other variables such as parent education and occupational status.

Once differences in performance attributable to these two factors were accounted for, tests were completed to determine if the remaining performance variations among schools could be attributed to teacher characteristics. In the Suburban Districts, the percentage of teachers with master's plus 30 accounted for another small but significant part of performance variance. In other words, in suburban schools with similar poverty status and minority composition, those schools with a greater number of highly educated teachers had more children scoring above the State reference point. Similarly, in Rural Districts, schools with greater median teacher experience performed better. In the Large City Districts (where minority composition was not significant) and in New York City, schools with smaller percentages of uncertified or uncertified teachers performed better on the grade 3 reading test. These factors did not account for significant variation in Other City Districts, once poverty status and minority composition were accounted for.[3]

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[3] Poverty status and minority composition together accounted for 49.9 percent of variance in New York City, 23.9 percent in Other City Districts, and 8.1 percent in Suburban Districts. Poverty status accounted for 20.6 percent of variance in the Large City Districts and 6.7 percent in the Rural Districts. The additional variance accounted for by teacher variables was 1.0 percent in the Suburban Districts, 2.6 percent in the Rural Districts, 4.1 percent in the Large City Districts, and 2.3 percent in New York City.

These findings taken together suggest that teacher qualifications such as experience, certification, and education do significantly influence learning as measured by the grade 3 PEP reading test. And this effect is not accounted for by the correlation of these teacher variables with poverty and minority composition. A performance measure with greater power to discriminate could be expected to produce larger effects.

TEACHER EDUCATION

During the decade of the 1980s, much public attention was devoted to the profession of teaching. Concern arose over the inability to attract and retain teachers because salaries and prestige were perceived to be low and working conditions poor (too much paper work, too little control over one's own job, too many nonteaching duties). New York State responded to this concern by promoting enrollments in both undergraduate and graduate teacher education programs through scholarship, fellowship, and loan programs. Attracting new, highly qualified individuals to teaching will be a continuing concern in the next decades as 64 percent of the current public school teachers are 41 years of age or older and more than one in four teachers (26.4) are over age 48.

Teacher Supply and Demand

Table 3.18 displays the number of institutions offering registered teacher education programs and the total enrollment in such programs, by institutional sector and region. Teacher education programs are offered by public and independent institutions in all eight regions of the State and enroll 53,227 students. Although public colleges and universities constituted only one-quarter of the teacher education institutions, they accounted for 55 percent of the enrollment in such programs. Approximately 27 percent of teacher education students attended institutions in New York City.

Degrees Conferred. In 1989-90, the State's colleges and universities awarded 17,703 degrees and advanced certificates to students completing education certification programs (Tables 3.20, 3.21, and 3.24). Of this total, the vast majority (15,630 or 88 percent) were awarded to students completing teacher education programs, with the remainder distributed to administrative/supervisory service (7 percent) and pupil-personnel service (5 percent).

Certificates Issued. Annually more educators receive certification than earn new degrees from education certification programs. In 1991-92, the State Education Department issued 34,636 teacher certificates, 3,254 administrator certificates, and 3,217 certificates in pupil-personnel fields (Table 3.19). The largest number of teaching certificates were awarded for elementary grades N-6 (38.2 percent) and special education (16.3 percent).

Shortages in the Workforce. Teacher education programs appear to be conferring sufficient degrees to meet the aggregate demand for new teachers (Tables 3.20 and 3.21). There are, however, shortfalls of certified classroom teachers in certain fields and areas of the State, most notably New York City, which had the largest percentage of uncertified teachers, the highest annual teacher turnover, and the greatest demand for teachers in certain undersupplied fields, such as bilingual education, English as a second language, and special education. New York City's recruitment problems are compounded by a salary schedule lower than neighboring districts, by underproduction of teachers from New York City higher education institutions, by lack of specially designed graduate programs for teachers, by a recruitment schedule which discourages potential applicants, and by the challenge inherent in teaching concentrations of educationally disadvantaged students in neighborhoods overwhelmed by violence, drugs, and poverty.

In filling positions, districts draw not only from newly credentialed teachers but from teachers employed in other districts or rejoining the teaching force after an absence. In 1990-91, 17,347 vacant positions in the State were filled. Most new hires were experienced teachers; only 29 percent were recently certified personnel without prior teaching experience. Some districts found it necessary to fill positions with uncertified teachers.

In New York City, 7,872 provisional preparatory teachers (PPTs) were employed in 1991-92. These PPTs, representing 11.8 percent of City teachers, did not meet State certification requirements, but, as required, held a bachelor's degree and had an educational plan leading to certification agreed to, and monitored by, the local school system. For the rest of New York State, the State Education Department issued 811 temporary licenses in 1991-92 after school districts presented evidence of extensive efforts to recruit certified staff. The major area for which temporary licenses are issued outside New York City is special education.

Enrollment. While total enrollment across all teacher education programs has increased by 73 percent since 1983, the portion enrolled in areas of shortage, where many uncertified teachers are now employed, is not increasing sufficiently to meet the need (Table 3.22). The number preparing to teach mathematics and sciences has increased at a rate similar to the overall rate (80 percent), but these majors continued to constitute a very small portion of teacher education enrollments: in fall 1991, approximately three percent were in general science, physics, chemistry, biology, or earth science and three percent were in mathematics. Furthermore, comparatively few students were preparing to teach foreign languages (2 percent) or occupational subjects and business and distributive education (3 percent). Over 42 percent of all enrolled students were in elementary education and 15 percent were preparing to teach in special education. Bilingual education is not an independent certification program, but rather an extension of another program, such as special education, elementary education, or mathematics. Because students are counted under the primary program, it is impossible to discern the total number of students preparing to teach bilingual classes. More students were enrolled in undergraduate (57 percent) than in graduate programs.

To address critical shortages of school personnel in specific fields and geographic areas, special programs have been instituted. The Intensive Teacher Institute in Bilingual Education will add 400 newly certified and 279 recertified bilingual and English as a second language teachers to the workforce by spring 1993, in a highly successful cooperative program involving the Department, school districts, and public and independent higher education institutions. In New York City, the Special Education Preservice Development Program is supporting the development and implementation of 14 new teacher preparation programs in bilingual special education and related services, such as school psychology and education of the speech and hearing handicapped. Additionally, in 1992 the Regents advanced an unsuccessful legislative proposal to establish a loan-forgiveness program within the Empire State Challenger Scholarship and Fellowship Program targeting both rural and urban school districts having difficulty recruiting certified staff. These and similar collaborative efforts among the Department, schools, and higher education institutions need to be continued and expanded to ensure a well-qualified teaching force throughout the State.

In-Service Education

Like experience and postsecondary degree attainment, participation in in-service education is useful in assessing the qualifications of the teaching force. To enhance their knowledge and skills, classroom teachers have access to a number of staff development networks, supported by State and Federal funds.

The State's major support for in-service training of education professionals comes through Teacher Resource and Computer Training Centers, created by the Legislature in 1984 to provide teachers with an opportunity to develop systematic, ongoing in-service training programs, to assure the dissemination and application of educational research developments to classroom instruction, and to develop new curricula and curricular materials specifically designed to meet the educational needs of students as identified by teachers themselves. The Teacher Center concept is collaborative, involving teachers, school administrators, higher education representatives, business and industry, and parents.

State funding for Teacher Centers was eliminated in the 1991-92 budget, but approximately 50 percent of the funding was restored for 1992-93. During the hiatus, teachers and other school personnel demonstrated their strong need for Teachers Centers by gathering support from a variety of sources, including teacher associations, school districts, business and industry, communities, and individual teachers, so that, in 1991-92, almost 98 percent of the 111 Teacher Centers continued functioning, although most in limited ways. With the restoration of State funding, 110 of the 111 Teacher Centers reapplied and obtained new grants. In addition, five new centers were funded, bringing the 1992-93 total to 115.

At a time of painful school district cuts and distressing reductions in many worthy programs, it is easy to put professional development for educators on hold. Teachers, however, know that they are confronting global issues and problems that go well beyond their basic academic training. They know that to prepare students for a world of increasing complexity and rapid changes, they must themselves be on the cutting edge of educational research and of technology applications. Furthermore, successful implementation of the New Compact will require extensive staff development for teachers, administrators, other professional school personnel, and parents. This awareness has spurred teachers and others to sacrifice their own time and money to keep relevant professional and classroom opportunities available through Teacher Centers. Even though a portion of the Teacher Center allocation has been restored, other funding must be found to fulfill these critical staff development needs.

Two such funding sources are State and Federal categorical grants. Unlike the Teacher Centers, which offer continuing programs to meet needs identified by teachers, categorical grants are limited to very specific uses. State categorical funds support 10 Bilingual Technical Assistance Centers that provide staff development throughout the State. The New York State Sharing Success Program funds staff development related to the dissemination of State or nationally validated curriculum and assessment programs.

Federal grants that fund in-service education include the Dwight D. Eisenhower Mathematics and Science Act for programs to improve the skills of teachers, and the quality of instruction, in mathematics and science; ESEA Chapter 1 funds, for programs to improve instruction to Chapter 1 eligible pupils; ESEA Chapter 2 entitlement funds, for professional development in general pedagogy as well as in a myriad of content areas; and the Drug Free Schools Program, for the expansion and improvement of alcohol, tobacco, and other drug prevention programs. Federal funds also support a network of 49 Special Education Training and Resource Centers throughout the State. These centers provide a broad range of training and staff development, curricular materials, and technical assistance to educators and parents in both public and nonpublic schools.

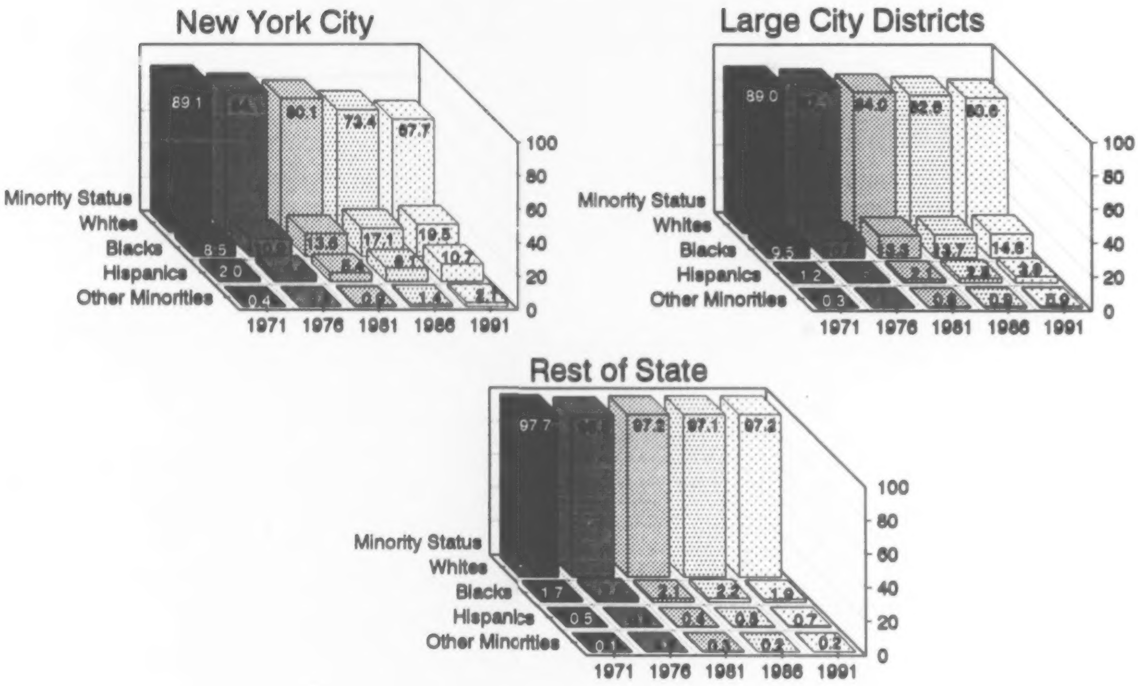
While programs funded by these categorical grants assist in meeting the professional development needs of State teachers, the fragmented and isolated character of these programs leaves many needs unfilled. A Department-sponsored program was specifically developed to fill some of the gaps left by categorical programs. The Staff and Curriculum Development Network (SCDN), a consortium of all BOCES and large city districts, works with other networks of teacher in-service and preservice education, professional associations, and colleges and universities to provide needed in-service education not available elsewhere. SCDN, together with Department field teams, also plans and implements in-service programs related to the New Compact. Efforts are under way to establish a Professional Development Network to provide a systematic mechanism for communicating with all providers of professional development on Compact-related topics. Funds are also being requested to support Compact Quality Centers to conduct research and provide the training for cutting edge professional development on Compact-focused practices.

In addition to the these State and Federal programs, public school districts conduct their own in-service activities. While State Education Department staff frequently participate in such programs or provide technical assistance in planning them, the Department does not currently maintain comprehensive records on these programs.

RACIAL/ETHNIC COMPOSITION

One strategy for achieving equity of outcomes is to ensure that the educational system provides all children appropriate role models. Hence, we are concerned with the minority representation among professional educators.

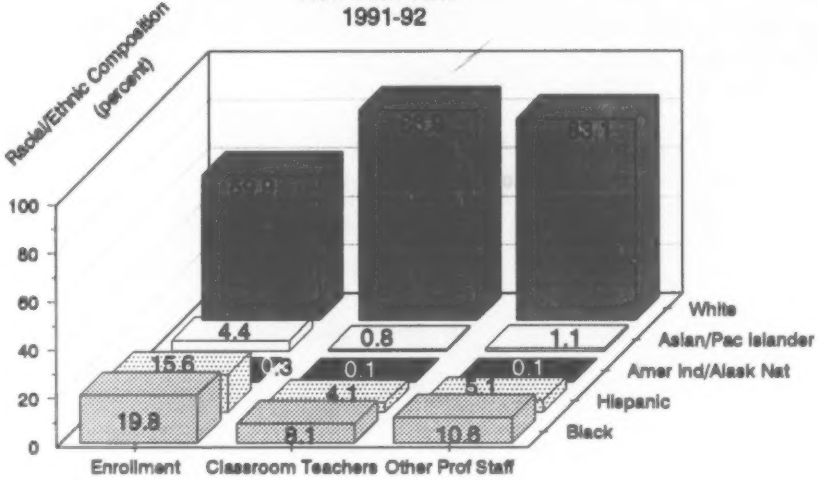
Figure 3.4
Percent Distribution of Public School Professional Staff
By Racial/Ethnic Origin
New York State
1971 to 1991



The minority portion of the State's public school professional force has been increasing since 1971, when Blacks' and Hispanics' representation in the professional staff was only 10.5 percent in New York City, 10.7 percent in the Large City Districts, and 2.2 percent in the rest of the State (Figure 3.4). By 1991 the representation of these two minority groups had increased to 30.2 percent in New York City, 18.5 percent in the Large City Districts, and 2.6 percent in the rest of the State.

Even though the percentage of minority professional staff has increased over the last 20 years, the 1991-92 racial/ethnic distribution of school educators did not reflect that in the student body. Figure 3.5 depicts discrepancies in racial/ethnic distribution among classroom teachers, other professional staff, and their students. In 1991-92, statewide the Black representation in enrollment (19.8 percent) was more than twice as great as their representation among classroom teachers (8.1 percent). The disparity was greater for Hispanics than Blacks: Hispanics constituted 15.6 percent of enrollment and 4.1 percent of classroom teachers. American Indians/Alaskan Natives and Asian/Pacific Islanders were also substantially underrepresented. To equal the current student minority shares, schools need three times as many American Indian/Alaskan Native and five times as many Asian/Pacific Islander teachers. This pattern of disparities was generally true in New York City, the Large City Districts, and districts in the rest of the State (Table 3.23).

Figure 3.5
Racial/Ethnic Composition of Public School
Professional Staff and Students
New York State
1991-92



This disparity is a serious concern since it deprives children of role models of their own racial/ethnic background. Nor, judging from enrollments in education certification programs or certificates issued, can we expect minority representation among educators to improve substantially in the near future. Despite special programs, such as the Teacher Opportunity Corps, designed to increase minority representation and to address the curriculum and teaching needs of urban and at-risk youth, only 7 percent of teacher certificates, and 16 percent of administrator certificates, were awarded to minority applicants in 1991-92 (Table 3.19).

Table 3.24 displays the racial/ethnic distribution of degrees conferred to students completing education certification programs by sector and region. Statewide in 1989-90, while approximately 40 percent of the K-12 enrollments were minority, only 13 percent of total degrees were awarded to minority students, primarily to Blacks (6.3 percent) and Hispanics (5.4 percent). As expected, the greatest concentration of minority degree recipients was found in institutions of the City University of New York, where approximately 41 percent of degrees awarded in 1989-90 went to minority students. Approximately 11 percent of degree recipients at independent institutions statewide were minority students, as were 4 percent at State University of New York institutions. As documented elsewhere in this report, racial/ethnic distribution of enrollment, as well as degrees conferred, largely reflect the demographic characteristics of the general population of regions and local communities.

GENDER COMPOSITION

Providing both male and female role models is an important objective in ensuring that young adults are aware of all the career opportunities available to them. In 1991-92 almost 70 percent of the State's teachers were women. Table 3.13 shows that women were especially strongly represented in prekindergarten, kindergarten, common-branch elementary grades, home economics, library, gifted and talented, health-occupations education, and special education. Men tended to hold higher percentages of teaching positions in occupational-education subfields, safety education, social studies, and science. The only fields men dominated to the extent that women dominated elementary education and home economics were technology (industrial arts) and safety education.

In 1991-92, among nonteaching professionals, men held 46.5 percent of all positions and women, 53.5 percent. There were, however, very distinct gender differences among subfields (Table 3.14). Men held significantly greater percentages of leadership positions (superintendents, principals, and department chairpersons). Women predominated in the professional support services (nurse-teacher, school nurse, dental hygienist, social worker, school counselor, and school psychologist). In fact, the professional field of "school nurse" was 100 percent female. Men held the majority of positions (61.1 percent) in only one pupil-personnel field, attendance teachers.

Figure 3.6
Percent of Women Principals, Assistant Principals, and Classroom Teachers in Public Elementary and Secondary Schools
New York State
1970-71 to 1991-92

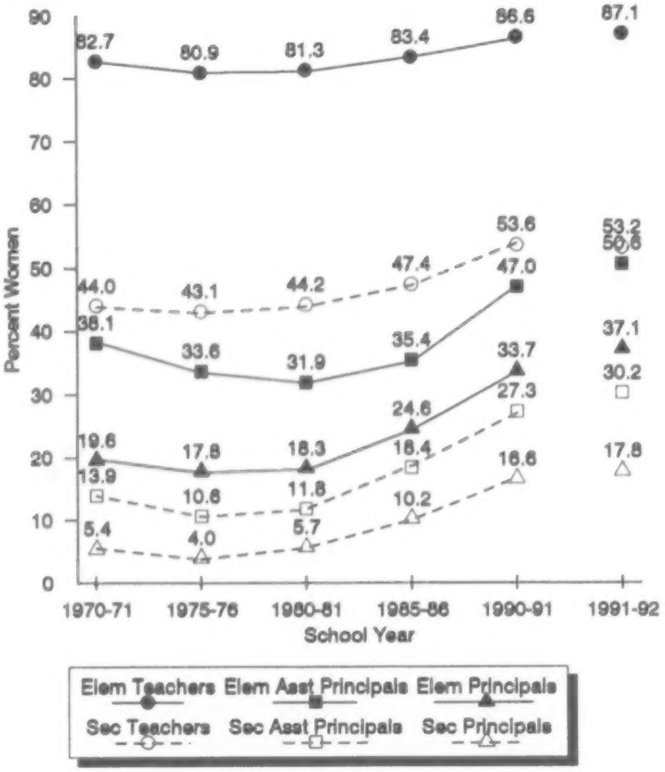


Table 3.25 shows the percentages of women administrators in selected district administrative fields beginning in 1970-71. This table demonstrates that in every professional field, except business manager, the percentage of females decreased between 1970 and 1975. This decrease may be related to the decline in total professional staff already documented during that period. The percentage of female school superintendents declined to a low of 1.8 percent in 1980 and then increased to 6.6 percent in 1991-92, 1.5 percentage points fewer than in 1970-71. However, the percentage of female deputy, associate, and assistant superintendents, and the percentage of female school business managers, have more than doubled since 1970-71.

In the last 10 years, the percentages of female principals, assistant principals, and classroom teachers have increased (Figure 3.6). The increase in female principals and assistant principals has been particularly significant. In 1991-92, however, women continued to be better represented among principals and assistant principals of elementary (37.1 and 50.6 percent) than secondary schools (17.8 and 30.2 percent). Even so, in elementary schools the percentage of women in leadership positions was small compared to their representation among classroom teachers (87.1 percent). To have equivalent representation of women in teaching and leadership positions, elementary schools must double, and secondary schools must triple, the number of female principals.

The gender distribution of certificates awarded mirrored that of the current teaching force (Table 3.19). Females received almost all the certificates issued in reading (94.7 percent), elementary grades N-6 (91.5 percent), and special education (89.2 percent). The only subjects in which males were awarded the majority of certificates were vocational education and industrial arts (64.2 percent), social studies (52.6 percent), and physical education (55.1 percent); all are areas in which males represent significant percentages of the current workforce.

In 1991-92 females received 64.7 percent of certificates issued in the area of school district administrator and supervisor. This percentage contrasts sharply with the percentages of females who are currently employed in these fields and should yield greater representation of women in these fields. Just as women were better represented among current pupil-personnel professionals, women were awarded a majority of certificates (77.7 percent) in these areas.

SUMMARY

In 1991-92, compared with the previous year, over 7,000 (3 percent) fewer classroom teachers and other professional staff worked in the State's public schools, signalling the end of a decade-long growth trend. The precipitous decline in staff in the last year resulted in changes in other indicators: an increase in student-teacher ratios, an increase in turnover rates, a reduction in the percentage of uncertified teachers, and a decrease in median years' teacher experience. Professional salaries in all school categories, except New York City, increased.

Statewide, teachers in high-minority schools (81 percent or more minority students) were more likely to leave their schools, were less likely to be certified, and had less experience than teachers in low-minority schools (20 percent or less minority). A larger percentage of teachers in high-minority schools, however, had completed significant graduate work beyond the master's degree. Statistical analyses suggest that teacher qualifications such as experience, certification, and education significantly influence learning as measured by the grade 3 PEP reading test. And this effect is not accounted for by the correlation of these teacher variables with poverty and minority composition.

The incidence of temporary licenses indicates that New York State has a teacher shortage characterized by three dimensions—shortages in selected subject areas, such as special and bilingual education; shortages in selected geographic locations, such as rural and inner-city schools; and shortages by race and ethnicity, with an insufficient number of Black, Hispanic, and Native American teachers in proportion to the public school population. The Department has responded to the problem with several program initiatives, supported with both State and Federal funds, to address all aspects of the shortages. Further, more equitable representation of males and females among teachers, professional staff, and administrators is needed to provide students with same gender models playing various roles.

TABLE 3.6

PROFESSIONAL STAFF* IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS

NEW YORK STATE
1971-72 TO 1991-92

Year	Classroom Teachers	Other Professional Staff**	Total Professional Staff
1971-72	185,325	28,219	213,544
1976-77	173,975	25,619	199,594
1981-82	168,516	27,210	195,726
1986-87	176,121	31,458	207,579
1987-88	176,910	36,177	213,087
1988-89	177,871	35,773	213,644
1989-90	183,293	31,835	215,128
1990-91	186,205	33,344	219,549
1991-92	180,274	31,962	212,236

*Professional staff counts are totals of full-time and part-time staff and include staff employed by Boards of Cooperative Educational Services (BOCES).

**Includes administrators, school counselors, school nurses, psychologists and other professional staff who devote more than half their time to nonteaching duties.

TABLE 3.7

PUBLIC SCHOOL AVERAGE CLASS SIZE IN SELECTED COURSES

NEW YORK STATE
1980-81 TO 1991-92

Course/Year	New York City	Large City Districts	Rest of State	Total State
Kindergarten				
1980-81	25.0	23.6	22.2	22.9
1985-86	24.9	23.5	21.0	23.3
1990-91	24.7	23.5	20.7	21.9
1991-92	25.2	24.4	20.7	22.3
Grades 1-6				
1980-81	31.5	24.9	23.4	25.8
1985-86	27.9	24.1	22.1	24.1
1990-91	27.3	24.6	22.1	23.7
1991-92	28.2	24.9	22.5	24.3
English 7				
1980-81	31.4	25.6	23.5	25.4
1985-86	29.7	23.4	21.4	23.6
1990-91	29.0	22.7	21.2	23.3
1991-92	30.5	23.3	21.7	24.0
English 9				
1980-81	31.5	25.6	23.2	25.2
1985-86	28.9	24.5	21.8	23.7
1990-91	27.9	22.1	20.3	22.4
1991-92	28.9	22.9	21.3	23.4
Biology Regents				
1980-81	33.0	25.9	23.8	26.0
1985-86	31.4	26.4	23.6	25.8
1990-91	31.1	25.5	22.0	24.2
1991-92	31.6	24.1	22.3	24.6
U.S. History & Government				
1980-81	31.7	27.1	23.8	25.7
1985-86	29.9	24.6	22.3	24.3
1990-91	29.3	22.1	20.5	22.7
1991-92	30.4	23.8	21.4	23.8

TABLE 3.8

PUBLIC SCHOOL PUPIL PERSONNEL SERVICES STAFF PER 1,000 STUDENTS BY LOCATION

NEW YORK STATE
1991-92

Location/Field	FTE Staff Per 1,000 Students
New York City	
School Psychologists	0.9
School Social Workers	0.8
School Counselors	2.0
Large City Districts	
School Psychologists	1.2
School Social Workers	0.9
School Counselors	2.0
Other City Districts	
School Psychologists	0.9
School Social Workers	0.4
School Counselors	2.0
Suburban Districts	
School Psychologists	1.1
School Social Workers	0.4
School Counselors	2.1
Rural Districts	
School Psychologists	0.7
School Social Workers	0.1
School Counselors	1.8
Total State	
School Psychologists	1.0
School Social Workers	0.5
School Counselors	2.0

TABLE 3.9

MEDIAN SALARY OF PUBLIC SCHOOL CLASSROOM TEACHERS BY DEGREE STATUS AND EDUCATIONAL EXPERIENCE IN ACTUAL DOLLARS

NEW YORK STATE
1971-72 TO 1991-92

Degree Status/Total Education Experience	Actual Dollars			Percent Change		
	1971-72	1981-82	1991-92	1971-72 to 1981-82	1981-82 to 1991-92	1971-72 to 1991-92
Bachelor's Degree						
1 year	$ 8,300	$12,000	$26,375	44.6%	119.8%	217.8%
10 years	9,760	18,768	30,158	92.3	60.7	209.0
16-20 years	11,633	22,310	37,857	91.8	69.7	225.4
BS + 30 or Master's						
1 year	$ 9,950	$15,039	$27,900	51.1%	85.5%	180.4%
10 years	11,350	20,500	36,682	80.6	78.9	223.2
16-20 years	13,917	25,414	43,389	82.6	70.7	211.8

TABLE 3.10

MEDIAN SALARY OF PUBLIC SCHOOL CLASSROOM TEACHERS BY DEGREE STATUS AND EDUCATIONAL EXPERIENCE IN 1971 DOLLARS

NEW YORK STATE
1971-72 TO 1991-92

Degree Status/Total Education Experience	1971 Dollars			Percent Change		
	1971-72	1981-82	1991-92	1971-72 to 1981-82	1981-82 to 1991-92	1971-72 to 1991-92
Bachelor's Degree						
1 year	$ 8,300	$ 5,346	$ 7,844	-35.6%	46.7%	-5.5%
10 years	9,760	8,361	8,969	-14.3	7.3	-8.1
16-20 years	11,633	9,939	11,259	-14.6	13.3	-3.2
BS + 30 or Master's						
1 year	$ 9,950	$ 6,700	$ 8,297	-32.7%	23.8%	-16.6%
10 years	11,350	9,133	10,909	-19.5	19.4	-3.9
16-20 years	13,917	11,322	12,904	-18.6	14.0	-7.3

TABLE 3.11

SALARY PERCENTILES FOR PUBLIC SCHOOL PROFESSIONAL PERSONNEL BY LOCATION

NEW YORK STATE
1991-92

Location	Salary Percentile		
	25th	50th	75th
New York City			
Administrators	$50,054	$54,739	$56,719
Classroom Teachers	31,376	42,171	49,379
Other Professional Staff	42,171	49,333	52,750
Large City Districts			
Administrators	55,990	61,976	66,300
Classroom Teachers	35,301	44,850	53,357
Other Professional Staff	35,301	48,139	55,233
Other City Districts			
Administrators	48,860	56,758	65,416
Classroom Teachers	33,601	41,770	48,318
Other Professional Staff	31,944	40,048	49,247
Suburban Districts			
Administrators	55,145	65,000	73,851
Classroom Teachers	37,882	48,687	58,962
Other Professional Staff	34,280	47,352	60,304
Rural Districts			
Administrators	41,602	47,444	53,000
Classroom Teachers	29,700	35,552	42,030
Other Professional Staff	27,531	34,131	42,234
Total Public			
Administrators	50,332	56,719	65,411
Classroom Teachers	33,612	43,217	52,750
Other Professional Staff	36,494	46,806	52,950

TABLE 3.12

PUBLIC SCHOOL TEACHER TURNOVER RATE BY SUBJECT AND GENDER

NEW YORK STATE
FALL 1990 TO FALL 1991

Subject	Male	Female	Total
K-6	10%	9%	9%
English	11	11	11
Social Studies	11	11	11
Mathematics	9	9	9
Science	10	11	11
Foreign Language	13	11	11
Bilingual Education	17	14	14
English as a Second Language	16	14	15
Occupational Education	11	12	12
Special Education	12	11	12
Other	11	12	11
TOTAL	11%	11%	11%

Turnover Rate = Number of classroom teachers teaching in 1990-91, but not teaching in 1991-92 divided by the total number of classroom teachers in 1990-91.

TABLE 3.13
CERTIFICATION STATUS AND GENDER OF PUBLIC SCHOOL TEACHERS BY PROFESSIONAL FIELD
NEW YORK STATE
1991-92

Professional Field	Certification Status			Gender	
	Permanent	Provisional*	Other**	Male	Female
Prekindergarten	70.4%	23.0%	6.7%	1.7%	98.3%
Kindergarten	78.3	18.4	3.3	2.9	97.1
Common Branch	80.0	16.7	3.3	12.9	87.1
Gifted/Talented	82.1	9.1	8.9	12.6	87.4
Library	86.3	9.8	4.0	10.6	89.4
Learning Disabled	73.5	18.4	8.0	17.9	82.1
Autistic	50.4	27.5	22.1	19.8	80.2
Mentally Disabled	73.7	16.4	9.9	21.0	79.0
Emotionally Disabled	59.5	23.9	16.7	31.5	68.5
Physically Disabled	70.7	14.2	15.0	7.4	92.6
Mixed Disabled	77.2	15.9	6.9	17.1	82.9
Multiply Disabled	55.8	23.9	20.3	17.4	82.6
Reading	82.9	8.5	8.7	15.8	84.2
English Language	74.7	12.2	13.1	32.9	67.1
Foreign Language	67.5	19.3	13.1	24.8	75.2
Bilingual Education	38.8	28.9	32.3	23.6	76.4
English as a Second Language	58.0	25.8	16.3	19.4	80.6
Mathematics	78.6	12.5	8.9	48.2	51.8
Science	71.0	14.2	14.8	62.7	37.3
Social Studies	77.0	15.2	7.9	64.6	35.4
Art	78.8	15.6	5.6	30.6	69.4
Music	79.5	17.0	3.5	47.1	52.9
Art/Music	66.2	24.6	9.2	35.7	64.3
Health Education	75.4	12.8	11.8	52.1	47.9
Health Occupations	57.9	15.3	26.8	10.4	89.6
Safety Education	82.9	8.6	8.6	94.0	6.0
Physical Education	83.3	12.8	3.9	59.3	40.7
Agriculture	66.5	13.4	20.1	80.0	20.0
Business/Marketing	78.7	11.4	9.9	38.1	61.9
Home Economics	79.3	11.1	9.6	9.6	90.4
Technology (Industrial Arts)	77.8	9.5	12.7	93.9	6.1
Trade Education	33.0	16.3	50.7	83.0	17.0
Technical Education	44.4	17.6	38.0	82.3	17.7
Occupational Education-General	76.9	11.9	11.2	53.1	46.9
Occupational Cooperative Work Exp	66.3	8.0	25.7	56.9	43.1
General Coop. Work Experience	61.3	8.8	29.8	41.4	58.6
Instructional Technology	43.8	10.8	45.5	47.2	52.8
Humanities/Performing Arts	60.2	24.8	15.0	39.5	60.5
Combined Courses	62.4	19.1	18.6	41.7	58.3
Helping Teacher	78.6	10.5	10.8	43.8	56.2
Computer Studies	80.2	11.9	7.9	48.7	51.3
Summary of Teachers	77.0%	15.6%	7.4%	31.0%	69.0%

*Includes New York City Substitute and Probationary; Buffalo Temporary, Probationary and Provisional; New York State 5-Year Provisional.

**Hold no valid certificate or perform more than 20 percent of their service in an assignment(s) for which they are not certified.

NOTE: Individuals may be counted in more than one field in this table. Row totals may not add to 100% due to rounding.

TABLE 3.14
CERTIFICATION STATUS OF PUBLIC SCHOOL NONTEACHING PROFESSIONAL PERSONNEL BY PROFESSIONAL FIELD
NEW YORK STATE
1991-92

Professional Field	Certification Status			Gender	
	Permanent	Provisional*	Other**	Male	Female
Superintendent-Independent	98.5%	--	1.5%	93.4%	6.6%
Superintendent-Dependent	98.4	--	1.6	89.4	10.6
Deputy or Associate Superintendent	88.3	0.8%	10.8	70.0	30.0
Assistant Superintendent	94.0	0.6	5.4	74.3	25.7
Asst. Superintendent Specialist	95.1	0.5	4.4	78.0	22.0
Business Manager	61.4	3.2	35.5	75.2	24.8
Administrative Assistant	76.9	6.9	16.3	58.6	41.4
Director/Coordinator	73.0	6.5	20.5	52.3	47.7
Assistant Director/Coordinator	82.9	6.4	10.6	43.5	56.5
Supervisor	80.2	9.5	10.3	45.8	54.2
Attendance Teacher	65.7	23.4	10.8	61.1	38.9
School Psychologist	78.9	18.5	2.7	42.5	57.5
Social Worker	71.8	24.0	4.1	24.1	75.9
School Counselor	73.4	22.9	3.7	40.4	59.6
***Nurse-Teacher	89.1	9.2	1.7	--	100.0
***School Nurse	82.5	3.8	13.7	--	100.0
***Dental Hygienist	96.2	--	3.8	--	100.0
Department Chairperson	49.1	6.9	44.1	59.5	40.5
Other Nonteaching Personnel	73.7	10.2	16.1	38.5	61.5
Other School Administrator	67.6	9.7	22.7	64.1	35.9
Elementary School Principal	91.6	7.0	1.4	59.2	40.8
Middle School Principal	93.6	5.3	1.1	81.4	18.6
Junior High School Principal	94.0	4.2	1.8	82.0	18.0
K-12 School Principal	82.4	15.7	2.0	78.8	21.2
Senior High School Principal	92.9	5.9	1.2	80.5	19.5
Junior-Senior High School Principal	91.2	5.4	3.3	87.1	12.9
Special School Principal	90.4	7.4	2.2	49.6	50.4
Asst. Elem. School Principal	77.5	20.2	2.2	40.8	59.2
Asst. Middle School Principal	79.4	16.9	3.6	64.6	35.4
Assistant Jr. H.S. Principal	81.9	16.7	1.4	66.9	33.1
Assistant K-12 School Principal	73.1	19.2	7.7	70.4	29.6
Assistant Sr. H.S. Principal	83.7	14.2	2.1	69.4	30.6
Assistant Jr.-Sr. H.S. Principal	77.8	14.5	7.7	80.3	19.7
Assistant Special School Principal	87.1	11.8	1.2	42.4	57.6
Summary of Nonteaching Personnel	76.4%	12.1%	11.5%	46.5%	53.5%
SUMMARY OF ALL PROFESSIONAL PERSONNEL	75.8%	15.0%	9.2%	34.0%	66.0%

* Includes New York City Substitute and Probationary; Buffalo Temporary, Probationary and Provisional; New York State 5-Year Provisional.

** Hold no valid certificate or perform more than 20 percent of their service in an assignment(s) for which they are not certified.

*** Excludes cities of New York, Buffalo and Rochester.

NOTE: Individuals may be counted in more than one field in this table. Row totals may not add to 100% due to rounding.

TABLE 3.15

TOTAL YEARS OF EDUCATIONAL EXPERIENCE PERCENTILES OF PUBLIC SCHOOL PROFESSIONAL PERSONNEL

NEW YORK STATE
1991-92

Location	Total Years of Educational Experience Percentiles		
	25th	50th	75th
New York City			
Administrators	18	22	26
Classroom Teachers	6	13	21
Other Professional Staff	11	19	24
Large City Districts			
Administrators	19	23	27
Classroom Teachers	9	17	23
Other Professional Staff	10	18	24
Other City Districts			
Administrators	20	24	29
Classroom Teachers	9	18	24
Other Professional Staff	8	16	23
Suburban Districts			
Administrators	19	24	29
Classroom Teachers	10	19	24
Other Professional Staff	8	16	23
Rural Districts			
Administrators	17	21	27
Classroom Teachers	8	16	22
Other Professional Staff	6	13	20
Total Public			
Administrators	18	23	28
Classroom Teachers	8	17	23
Other Professional Staff	9	17	24

TABLE 3.16

SELECTED PUBLIC SCHOOL CLASSROOM TEACHER CHARACTERISTICS BY LOCATION

NEW YORK STATE
1991-92

Location	Selected Classroom Teacher Characteristics					
	Pupil Teacher Ratio	Median Teacher Salary	Teacher Turnover Rate Fall 1990 to Fall 1991	Percent not Certified/ Licensed	Percent with Master's Plus 30 Hours or Doctorate	Median Years of Experience
New York City	16.7	$43,217	19	11.8%	44.4%	13
Large City Districts	13.9	44,850	10	6.7	21.9	17
Other City Districts	14.1	41,938	9	5.3	21.1	18
Suburban Districts	14.1	49,040	10	4.6	28.6	19
Rural Districts	13.8	35,788	9	6.1	10.7	16
Total Public	14.9	43,335	11	7.3%	30.2%	16

TABLE 3.17

SELECTED PUBLIC SCHOOL CLASSROOM TEACHER CHARACTERISTICS BY LOCATION AND MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1991-92

Location/Minority Composition of School	Selected Classroom Teacher Characteristics				
	Median Teacher Salary	Teacher Turnover Rate Fall 1990 to Fall 1991	Percent not Certified/ Licensed*	Percent with Master's Plus 30 Hours or Doctorate	Median Years of Experience
New York City					
0 - 20 percent	$49,379	17	2.2%	61.9%	20
21 - 40 percent	45,588	20	4.5	50.2	16
41 - 60 percent	45,588	19	6.9	53.1	15
61 - 80 percent	43,389	21	8.8	49.9	14
81 -100 percent	41,129	23	14.1	40.7	12
Large City Districts					
0 - 20 percent	NA	NA	NA	NA	NA
21 - 40 percent	$35,721	16	7.2%	14.8%	16
41 - 60 percent	40,075	16	5.1	22.1	18
61 - 80 percent	49,624	18	7.5	24.5	17
81 -100 percent	49,624	16	8.4	17.9	14
Rest of State					
0 - 20 percent	$43,689	14	4.8%	22.4%	18
21 - 40 percent	50,243	16	4.9	33.8	19
41 - 60 percent	55,418	17	5.6	38.0	19
61 - 80 percent	53,270	20	5.0	33.5	18
81 -100 percent	49,867	17	6.6	29.5	14
Total Public					
0 - 20 percent	$43,825	14	4.8%	22.9%	18
21 - 40 percent	48,147	17	4.9	36.5	18
41 - 60 percent	46,637	18	6.1	42.1	17
61 - 80 percent	46,148	20	7.7	39.6	16
81 -100 percent	42,171	22	13.6	39.5	12

*Includes persons teaching more than 20 percent of their time in a subject for which they hold no certification or a Temporary License.

TABLE 3.18

NUMBER OF INSTITUTIONS OFFERING TEACHER EDUCATION PROGRAMS AND TOTAL ENROLLMENT IN TEACHER TRAINING BY POSTSECONDARY SECTOR AND REGION

NEW YORK STATE

FALL 1991

Region	SUNY		CUNY		Independent and Proprietary		Total	
	Number of Programs	Enrollment	Number of Programs	Enrollment	Number of Programs	Enrollment	Number of Programs	Enrollment
Western	3	5,487	--	--	8	2,191	11	7,678
Genesee Valley	2	2,473	--	--	8	2,054	10	4,527
Central	6	6,994	--	--	6	1,359	12	8,353
Northern	1	1,501	--	--	1	111	2	1,612
Northeast	3	2,404	--	--	7	1,817	10	4,221
Mid-Hudson	1	1,381	--	--	20	4,132	21	5,513
New York City	--	--	9	8,591	21	5,668	30	14,259
Long Island	2	441	--	--	9	6,623	11	7,064
Total State	18	20,681	9	8,591	80	23,955	107	53,227

TABLE 3.19
TEACHER AND ADMINISTRATOR CERTIFICATES ISSUED BY RACE/ETHNICITY AND GENDER
NEW YORK STATE
1991-92

Certification Area	Total Issued	Race/Ethnicity					Gender	
		Black	Hispanic	Other Minority	White	Unknown	Male	Female
School Administrators Supervisors	3,254	10.1%	5.1 %	1.3 %	70.1%	13.4 %	35.3 %	64.7 %
Pupil Personnel Service 1/	3,217	9.4	9.0	1.7	64.4	15.5	22.3	77.7
Teaching Service:								
Elementary (N-6)	13,243	3.9	2.7	1.1	78.9	13.4	8.5	91.5
English (7-12)	1,872	3.0	1.6	0.7	79.8	14.9	24.8	75.2
Social Studies (7-12)	2,000	4.0	2.6	0.7	75.9	16.8	52.6	47.4
Mathematics (7-12)	1,464	3.4	1.8	2.0	78.0	14.8	37.4	62.6
Foreign Languages (7-12)	1,322	2.0	10.1	0.7	73.2	14.0	15.6	84.4
Sciences (7-12)	2,214	3.6	1.7	1.3	80.4	13.0	43.0	57.0
Art/Music	1,670	1.8	1.0	1.1	79.2	16.9	29.5	70.5
Business	561	4.8	3.4	1.4	75.9	14.5	36.7	63.3
Vocational 2/	755	3.5	2.9	0.8	81.9	10.9	64.2	35.8
Physical Education	1,059	1.8	1.8	0.5	82.4	13.5	55.1	44.9
Special Education	5,643	3.5	2.5	1.0	79.6	13.4	10.8	89.2
Reading	1,200	3.3	0.7	0.4	87.3	8.3	5.3	94.7
Other 3/	1,633	2.7	4.3	2.5	77.7	12.8	14.7	85.3
Total Teaching	34,636	3.5	2.7	1.1	79.1	12.8	20.3	79.7
Total All Certificates	41,107	4.4%	3.4 %	1.2%	77.2%	13.8 %	21.8 %	78.3%

1/ Includes School Nurse Teachers, School Psychologists, Attendance Teachers, School Counselors and School Social Workers.

2/ Includes all Vocational Education Subjects and Industrial Arts.

3/ Includes Library/Media Specialist, Bilingual/ESOL, Home Economics, Health and Speech.

TABLE 3.20

COMPARISON OF PUBLIC SCHOOL CLASSROOM TEACHER VACANCIES AND DEGREES CONFERRED TO STUDENTS COMPLETING TEACHER CERTIFICATION PROGRAMS BY SUBJECT AREA

NEW YORK CITY

1990-91

SUBJECT AREA	VACANT POSITIONS		DEGREES CONFERRED (1989-90)		
	TOTAL	FILLED BY NEW TEACHERS	BACHELORS	GRADUATE	TOTAL
ELEMENTARY (K-6)	2,738	849	921	1,177	2,098
SECONDARY (7 - 12)					
English	435	122	106	128	234
Social Studies	404	104	16	76	92
Foreign Languages	204	57	10	23	33
Mathematics	601	142	9	88	97
Sciences	377	103	5	55	60
Occupational Education	254	63	42	35	77
TOTAL	2,275	591	188	405	593
COMBINED (K-12)					
Special Education	1,533	409	109	621	730
Physical Education	222	36	111	106	217
Reading	454	54	0	115	115
Other*	1,283	349	99	408	507
TOTAL	3,492	848	319	1,250	1,569
TOTAL	8,505	2,288	1,428	2,832	4,260

* Includes Art, Music, Bilingual Education, ESOL, Home Economics and Health.

TABLE 3.21

COMPARISON OF PUBLIC SCHOOL CLASSROOM TEACHER VACANCIES AND DEGREES CONFERRED TO STUDENTS COMPLETING TEACHER CERTIFICATION PROGRAMS BY SUBJECT AREA

NEW YORK STATE EXCLUDING NEW YORK CITY

1990-91

SUBJECT AREA	VACANT POSITIONS		DEGREES CONFERRED (1989-90)		
	TOTAL	FILLED BY NEW TEACHERS	BACHELORS	GRADUATE	TOTAL
ELEMENTARY (K-6)	3,344	1,175	3,117	1,753	4,870
SECONDARY (7 - 12)					
English	412	124	318	178	496
Social Studies	386	131	269	168	437
Foreign Languages	456	157	142	65	207
Mathematics	404	119	237	183	420
Sciences	446	168	180	245	425
Occupational Education	280	95	178	67	245
TOTAL	2,384	794	1,324	906	2,230
COMBINED (K-12)					
Special Education	1,499	355	676	1,314	1,990
Physical Education	374	116	509	191	700
Reading	275	50	0	612	612
Other*	966	296	425	543	968
TOTAL	3,114	817	1,610	2,660	4,270
TOTAL	8,842	2,786	6,051	5,319	11,370

* Includes Art, Music, Bilingual Education, ESOL, Home Economics and Health.

TABLE 3.22

TOTAL FULL- AND PART-TIME ENROLLMENT IN TEACHER EDUCATION PROGRAMS BY STUDENT LEVEL AND SUBJECT AREA

NEW YORK STATE

FALL 1983 TO FALL 1991

Subject Area	Undergraduate			Graduate			Total		
	Fall 1983	Fall 1987	Fall 1991	Fall 1983	Fall 1987	Fall 1991	Fall 1983	Fall 1987	Fall 1991
Elementary (N-6)	7,241	10,508	13,957	2,728	5,847	8,554	9,969	16,355	22,511
English	763	1,430	1,870	376	523	972	1,139	1,953	2,842
Social Studies	567	786	1,347	293	389	679	860	1,175	2,026
Foreign Languages	253	453	521	204	222	358	457	675	879
Mathematics	694	1,171	1,115	323	552	649	1,017	1,723	1,764
General Science (Jr. H.S.)	56	157	105	16	53	69	72	210	174
Biology, General (7-12)	262	414	486	201	357	332	463	771	818
Physics, General (7-12)	46	57	78	15	51	62	61	108	140
Chemistry, General (7-12)	61	78	76	24	57	69	85	135	145
Earth Sciences, General (7-12)	62	65	97	35	116	102	97	181	199
Occupational Subjects	1,106	880	631	177	123	204	1,283	1,003	835
Business and Distributive Educ.	461	248	393	150	71	175	611	319	568
Special Education	3,294	3,359	3,543	3,697	4,629	4,706	6,991	7,988	8,249
Physical Education	2,261	2,082	2,705	330	572	523	2,591	2,654	3,228
Library and Media Specialist	1	--	--	69	196	316	70	196	316
Reading	1	--	--	1,533	1,912	2,558	1,534	1,912	2,558
Other*	2,016	2,239	3,184	1,467	2,378	2,791	3,483	4,617	5,975
Total	19,145	23,927	30,108	11,638	18,048	23,119	30,783	41,975	53,227

* Includes Art, Music, Bilingual Education, ESOL, Home Economics and Health.

TABLE 3.23

RACIAL/ETHNIC COMPOSITION OF PUBLIC SCHOOL PROFESSIONAL STAFF AND STUDENTS

NEW YORK STATE
1991-92

District Type	Enrollment	Classroom Teachers	Other Professional Staff
New York City			
Black	37.6 %	19.5%	19.6 %
Hispanic	35.2	10.8	10.4
American Indian/Alaskan Native	0.3	0.1	*
Asian/Pacific Islander	8.3	1.9	2.3
White	18.6	67.7	67.6
Large City Districts			
Black	45.4 %	13.8%	20.7 %
Hispanic	13.7	3.6	6.5
American Indian/Alaskan Native	0.8	0.3	0.8
Asian/Pacific Islander	1.9	0.6	0.7
White	38.2	81.7	71.3
Rest of State			
Black	6.9 %	1.8%	2.8 %
Hispanic	3.7	0.6	0.9
American Indian/Alaskan Native	0.3	0.1	0.1
Asian/Pacific Islander	2.2	0.2	0.2
White	86.9	97.3	96.0
Total Public			
Black	19.8 %	8.1%	10.6 %
Hispanic	15.6	4.1	5.1
American Indian/Alaskan Native	0.3	0.1	0.1
Asian/Pacific Islander	4.4	0.8	1.1
White	59.9	86.9	83.1

* Less than 0.1%.

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TABLE 3.24

RACIAL/ETHNIC AND GENDER DISTRIBUTION OF DEGREES CONFERRED TO STUDENTS COMPLETING EDUCATION CERTIFICATION PROGRAMS * BY REGION AND SECTOR

NEW YORK STATE

1989-90

Region/Sector	Degrees Conferred**	Race/Ethnicity				Gender	
		Black	Hispanic	Other Minority	White	Male	Female
New York City							
SUNY	- -	- -	- -	- -	- -	- -	- -
CUNY	2,853	22.0 %	16.0 %	3.3 %	58.7 %	20.5%	79.5%
Independent	2,268	8.2	11.0	2.8	78.0	18.0	82.0
Total	5,121	15.9	13.8	3.0	67.3	19.3	80.7
Rest-of-State							
SUNY	6,532	1.6	1.2	0.7	96.5	23.6	76.4
CUNY	- -	- -	- -	- -	- -	- -	- -
Independent	6,050	3.3	2.8	0.7	93.2	16.9	83.1
Total	12,582	2.4	2.0	0.7	94.9	20.4	79.6
Total State							
SUNY	6,532	1.6	1.2	0.7	96.5	23.6	76.4
CUNY	2,853	22.0	16.0	3.3	58.7	20.5	79.5
Independent	8,318	4.7	5.0	1.2	89.1	17.2	82.8
Total	17,703	6.3	5.4	1.4	86.9	20.1	79.9

* Includes Teacher and Administrator Certification Programs.

** Excludes Nonresident Aliens.

TABLE 3.25

PERCENT OF WOMEN ADMINISTRATORS IN SELECTED PROFESSIONAL FIELDS IN PUBLIC SCHOOLS

NEW YORK STATE

1970-71 TO 1991-92

Professional Field	1970-71	1975-76	1980-81	1985-86	1990-91	1991-92
Superintendent Independent	8.1%	1.8%	1.8%	4.8%	6.2%	6.6%
Superintendent Dependent	2.5	0.6	3.4	4.9	8.9	10.6
Deputy, Associate, Assistant Superintendent	10.3	9.1	10.3	14.6	23.9	24.2
Business Manager	10.1	10.6	14.1	19.6	24.8	24.8
Director/Coordinator	29.7	28.5	35.2	39.0	46.1	47.7
Assistant Director/Coordinator	50.0	37.6	43.9	44.4	58.0	56.5
Supervisor	50.4	42.1	40.2	45.7	52.3	54.2

CHAPTER III: RESOURCES — *LEARNING TECHNOLOGY AND LIBRARY BOOKS*

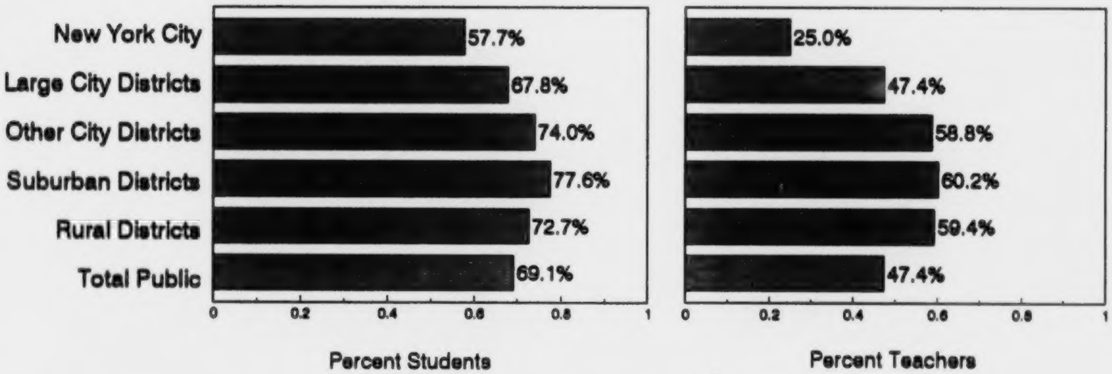
Resources as varied as computers, audio-visual equipment, and library books are important teaching and learning tools. This section reviews access to these resources in New York State's public and nonpublic schools.

MICROCOMPUTERS

Strategic Objective 5 of the New Compact stipulates that all high school graduates will demonstrate proficiency in the use of technology. To achieve this objective, schools must provide students greater access to computers and other technology. Over the last several years, public schools in New York State have expanded their acquisition and use of technology for instruction. Between 1985 and 1991, the number of microcomputers owned by the public schools more than doubled (from less than 90,000 to approximately 196,000, or from 23 to 49 per school).

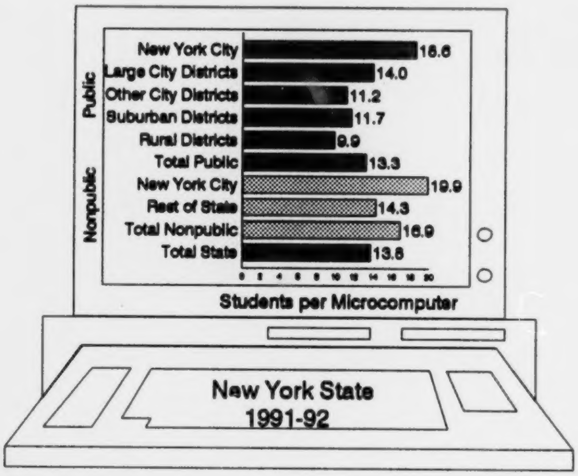
This growth in technology has resulted in better access to microcomputers and more students and teachers using them regularly. In 1991-92, 69.1 percent of students used microcomputers on a regular basis, compared to only 41 percent in 1984. New York City students were less likely than others to use computers regularly; only 57.7 percent of City students used computers regularly. Over 47 percent of public school teachers used computers on a regular basis, with teachers in the Big 5 cities using computers distinctly less than teachers in the rest of the State (Figure 3.7).

Figure 3.7
Percent of Public School Students and Teachers
Using Computers Regularly
New York State
1991-92



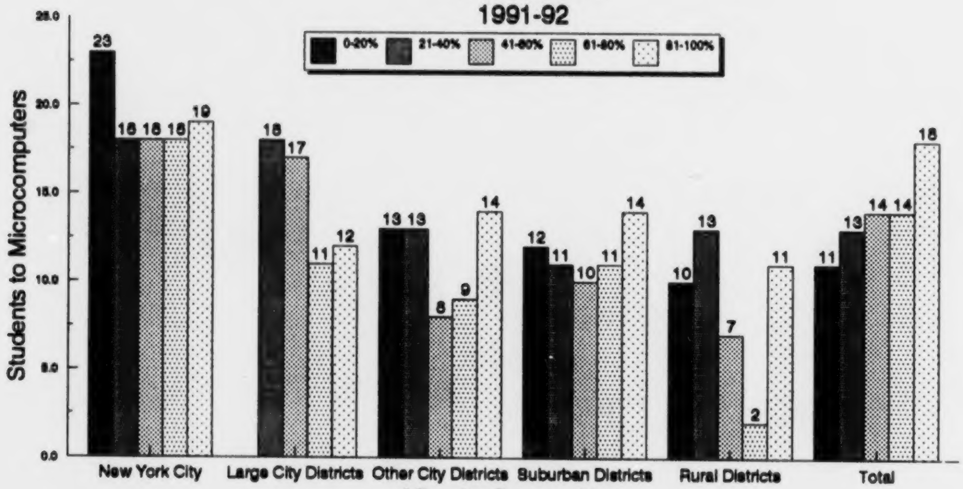
In 1985, there was one microcomputer for every 29 students; by 1991, the ratio was one for every 13.3 students in public schools and 16.9 students in nonpublic schools (Figure 3.8). Despite this overall progress, the statewide ratio masks differences in the availability of microcomputers among district categories. The ratio of students to microcomputers in Rural Districts was 9.9:1, in Other City Districts, 11.2:1, and in Suburban Districts, 11.7:1. These ratios contrast sharply with the students-to-microcomputer ratios in New York City (18.6:1) and the Large City Districts (14.0:1). The State map in Figure 3.9 provides graphic evidence of differences in the availability of microcomputers across public school districts.

Figure 3.8
Number of Students per Microcomputer by Sector/Location



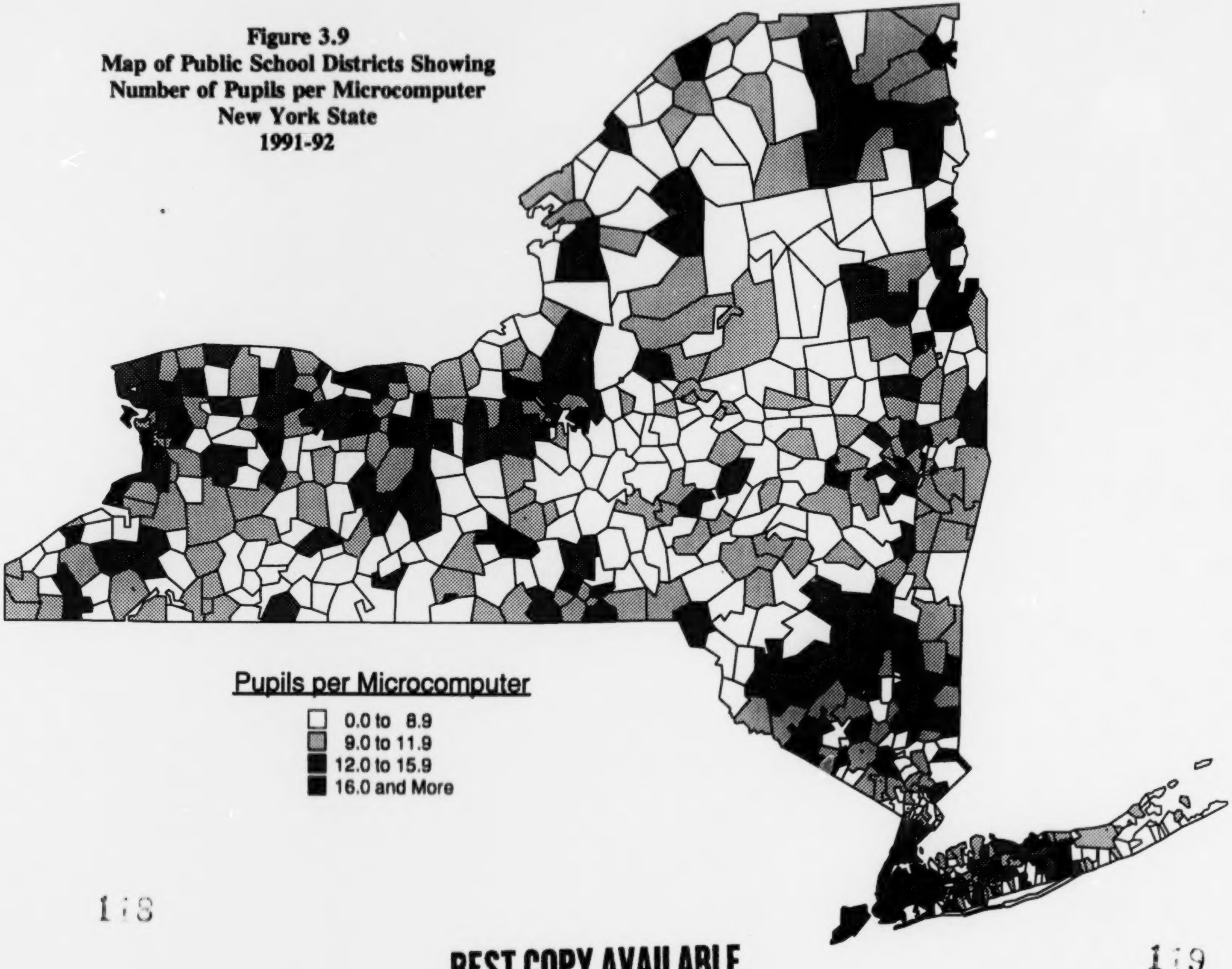
Across the State, students in high-minority schools had less access than students in low-minority schools to computers (Figure 3.10). This finding, however, reflects the poorer access of all students in the Big 5 cities to computers. In New York City, in fact, students in all minority-composition categories, except the lowest, had approximately equal access to computers; students in the lowest minority category had less access than other students. In the Large City Districts, students in schools with more than 60 percent minority students had better access than students in schools with 60 percent or fewer minority students.

Figure 3.10
Number of Public School Students per Microcomputer by Sector/Location and Minority Composition of School
New York State
1991-92



Note: Large City Districts have no schools with 0-20% Minority Composition

Figure 3.9
Map of Public School Districts Showing Number of Pupils per Microcomputer New York State 1991-92


Pupils per Microcomputer
☐ 0.0 to 8.9
▨ 9.0 to 11.9
■ 12.0 to 15.9
■ 16.0 and More

BEST COPY AVAILABLE

Access to television programming among public schools also continues to grow. Statewide in 1991-92, public schools owned one television set for each 59.6 students. Almost nine in ten schools statewide had public television reception; over two-thirds had cable television reception. New York City schools had substantially less access to public and cable television than did schools in other categories. The Large City Districts were comparable to districts outside the Big 5 in this respect (Figures 3.11 and 3.12). The number of teachers that used television regularly for classroom instruction, however, remained low. Only 15.3 percent of all public school teachers used television on a regular basis. The rural school teachers used television most frequently; 23.3 percent used it regularly. In New York City, only 8.4 percent of teachers used television on a regular basis.

Figure 3.11
Number of Students per Television Set
by Sector/Location
New York State
1991-92

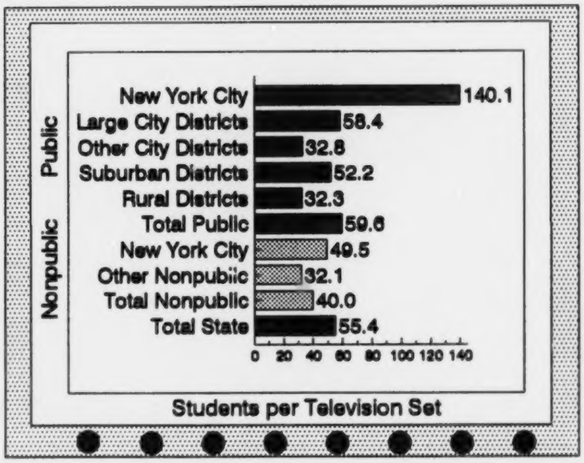
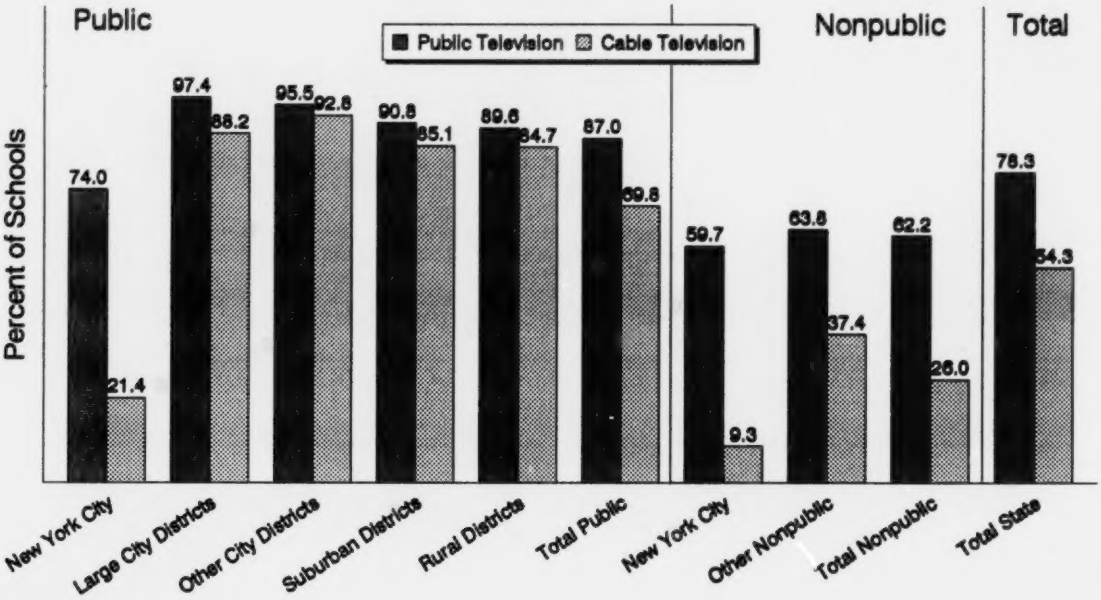
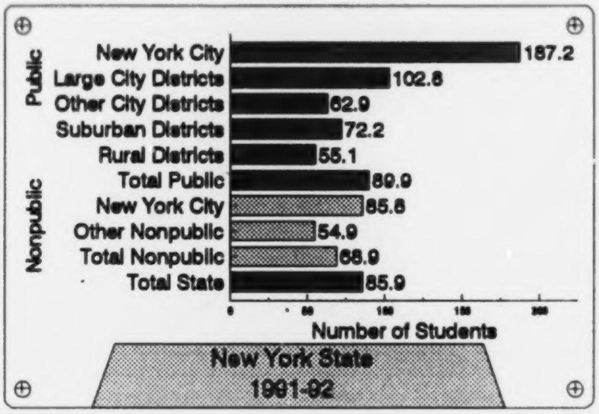


Figure 3.12
Percent of Schools Having Public and Cable Television Reception
by Sector/Location
1991-92



The State's public schools continue to acquire video resources. For example, the number of videocassette recorders/players owned by public schools increased from 17,618 in 1987 to 27,051 in 1991. Figure 3.13 shows that in 1991-92 the statewide average for number of students per video recorder/player in public schools was 89.9. Again, there were differences by school category: public school students in the Big 5 cities had less access to videocassette recorders/players than did students in other categories. Schools in New York City (21.8 percent) and the Large City School Districts (28.5 percent) were also less likely than schools elsewhere in the State (37 to 39 percent) to be involved in television or video production for instructional use.

Figure 3.13
Number of Students per Video Recorder/Player
by Sector/Location



Very few public schools statewide used distance learning—instruction that occurs at a point distant from the location of the learner with an interactive audio or visual component. In 1991-92, approximately five percent used distance learning for staff development, seven percent for general education, one percent for occupational education, and two percent for other.

Differences in the acquisition of technology between public and nonpublic schools can be discerned. In 1991-92, nonpublic schools had, on average, more students sharing a microcomputer than public schools (16.9 nonpublic school students per microcomputer, compared to 13.3 public school students). Also, while nonpublic schools had a lower ratio of students to televisions than public schools (40 nonpublic school students per set, compared to 59.6 public school students), a substantially higher percentage of public schools had access to both public and cable television reception.

OTHER TECHNOLOGY

In addition to these resources, the BOCES have provided school districts with a range of technology-based services, including:

- Computer-managed or computer-assisted instructional services;
- Retrieval services that provide on-line access to information;
- Computer-based career guidance systems; and
- Computer management and data-processing services for supporting student, financial, and personnel applications.

Despite greater access to technological resources in recent years, educational operations have remained relatively unchanged by the forces that have reshaped other enterprises engaged in the transfer of information. New technologies make it possible to consider real improvements in the productivity of both teaching and learning. The new generation of technologies is qualitatively different from the film strips, television shows, and other techniques that have been used to supplement instruction in the past.[1] These new technologies have the potential to transform the classroom. Using technology can help teachers tailor instruction to the learning styles, interests, and abilities of individuals, rather than attempting to force a comparatively homogeneous curriculum on a diverse population. Technology can also free teachers from routine work so that they can spend more time with individual students.

Innovative uses of computers and other technologies can stimulate students by transforming teaching and opening up the classroom to the outside world. Studies have shown that computers can radically improve learning for students of all backgrounds and conditions. For example, in 1989, the Center for Technology in Education surveyed 600 public school teachers (grades 4 through 12) selected for their accomplishments in using computers in their teaching. Approximately 88 percent of the teachers said that computers had changed their teaching: they expected more of their students and could present more complex material, and they found greater opportunities for individualization and for both independent and collaborative work. Perhaps most fundamentally, the computer had changed the roles of teachers and students: classrooms had become more student-centered, and teachers acted more as coaches and facilitators than as information dispensers.

The Center concluded from the survey data that:

> what teachers do with computers in their classrooms reflects how much experience they have had. Initial practices and approaches tend to be similar to familiar well-structured classroom technologies (e.g., the workbook), more focused on reinforcing directly what is already being taught or, for particular groups of students, providing special opportunities. These practices continue, but play a lesser role over time as teachers become more expert and comfortable at integrating the technology with teaching. Gradually, teachers are able to manage more expansive uses that differ from more familiar technologies, that afford richer learning opportunities for all students, and that may engender new approaches to the curriculum itself.[2]

The teachers surveyed used the computer as a multipurpose tool: for text processing, data analysis and information manipulation, games and simulations, communications, programming, and drill and practice. They viewed the computer as a learning tool for their students, and their main incentive for using the technology was that the computer promoted student achievement.

Teachers participating in the survey recognized that the barriers to integrating computers into the classroom have lessened somewhat over the years. Generally, teachers now know more about computers and show more interest in using the technology. However, significant barriers still exist: too few computers in the schools, and too little time in the schedule.

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[1] *Technology and the American Economy in Transition: Choices for the Future* (Washington, D.C.: Office of Technology Assessment, 1988), 243, OTA-TET-283.

[2] Karen Sheingold and Martha Hadley, *Accomplished Teachers: Integrating Computers into Classroom Practice* (New York: The Center for Technology in Education, the Bank Street College of Education, 1990), 19-20.

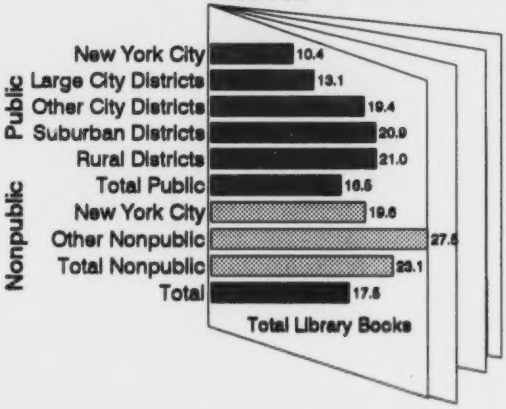
State Education Department staff, working with practitioners to develop the *Long-Range Plan for Technology in Elementary and Secondary Education in New York State*, identified eight impediments to the further adoption of learning technologies in New York State schools: 1) insufficient funding; 2) inadequate training and technical support; 3) lack of local involvement and commitment; 4) teachers' reluctance to use the technology; 5) inequity in districts' fiscal capacities to purchase equipment; 6) incompatibility of hardware and software; 7) insufficient support for planning; and 8) concerns over the security and confidentiality of data. The quality of software available to schools is another concern often mentioned in the literature. Early educational software, in general, did not sufficiently stimulate student interest.

LIBRARY BOOKS

School libraries are a critical component of quality instructional programs for all students. Libraries provide young people with opportunities to supplement textbooks and to explore ideas, cultures, and phenomena that are not part of their daily lives. It is, therefore, important that school libraries are adequately supplied with books, periodicals, audio-visual materials, and reference publications. One measure of adequacy is the number of library books per student.

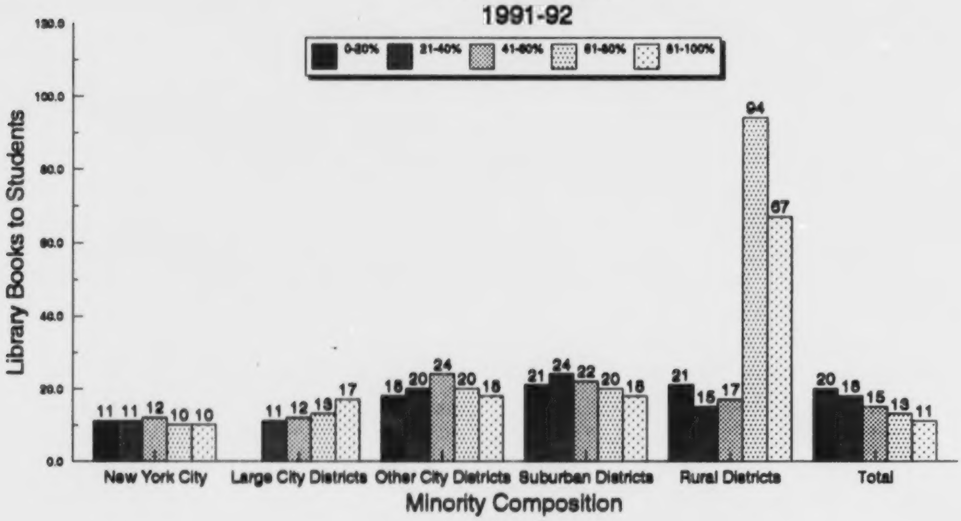
Across the State in 1991-92, public school libraries, on average, owned 16.5 books for each student enrolled. Schools located in the Big 5 cities had fewer library books per student than the statewide average. In fact, the number of books per student in New York City (10.4) was approximately half the number in Rural (21.0), Suburban (20.9), and Other City (19.4) Districts. In contrast, nonpublic schools had, on average, 23.1 library books per student, a greater number than for any public school category (Figure 3.14). In evaluating these ratios, note that, of equal importance, are the range, recency, and relevance of topics covered in accessible books and that small schools must provide more books per student to cover the same range of materials as larger schools.

Figure 3.14
Number of Library Books per Student
by Sector/Location
New York State
1991-92



Statewide, access to library books decreased as school minority composition increased. This pattern was not replicated within school categories, except within the Suburban District category. As with access to microcomputers, this finding reflects the location of schools with many minority students in districts with few resources (Figure 3.15).

Figure 3.15
Number of Library Books per Public School Student by Sector/Location and Minority Composition of School
New York State
1991-92



Note: Large City Districts have no schools with 0-20% Minority Composition

SUMMARY

While there is evidence that school districts are acquiring more microcomputers and other learning technologies, it is doubtful—given the statistics discussed in this chapter—that many schools have achieved a level of resources sufficient to educate young people for future work and citizenship in a high-technology and information-dependent global society. Although all schools could benefit from having more computers, more videocassette recorders/players, and more library books, the inequalities in the allocation of existing resources are a serious concern, especially when current resource distribution patterns are overlaid with the patterns of low performance, poverty, and minority status existing in the State's public schools.

CHAPTER IV: PARTICIPATION RATES

The changing composition of the State's school system brings into sharp focus issues of educational equity. School improvement efforts, to be successful, must promote equity in achievement for all students—regardless of race/ethnicity, gender, language background, or disability. In turn, equity in outcomes will not be realized without the full participation of all students in the core curriculum and in supplemental programs appropriate to their needs, interests, and abilities.

PREKINDERGARTEN PROGRAMS

One way of promoting equity in outcomes is to ensure that all children come to school ready to learn (Strategic Objective 1). The Carnegie Foundation for the Advancement of Teaching surveyed kindergarten teachers in 1991 and estimated that 36 percent of New York kindergartners were not ready to begin school. Quality preschool programs provide young children placed at risk by their social and economic circumstances with experiences that enhance their readiness to learn. Between 1971-72 and 1991-92, enrollment in prekindergarten programs operated by public and nonpublic schools expanded significantly (Table 4.1). In 1971-72, eight percent (24,161 children) of the State's four-year-old population, were enrolled in these programs. Twenty years later, the number enrolled had increased to 77,893 children, almost one-third (31.3 percent) of the State's four-year-old population. The enrollment in these programs more than doubled in New York City (from 12,758 to 31,394) and more than quadrupled elsewhere (from 11,403 to 46,499) during this period. These statistics include only those prekindergarten programs in public and nonpublic schools that also had a kindergarten or higher grade. Other preschool and nursery school classes that may have served other disadvantaged children are not included.

Public school prekindergartens are operated specifically to better prepare educationally disadvantaged four-year-olds for school. In districts outside the Big 5 cities, minority children were overrepresented in these programs as would be expected considering the large percentage of minority families living in poverty. In the Big 5 cities, minority representation in prekindergarten was roughly equivalent to that in the K-12 enrollment (Table 4.2). The number of children served in public prekindergarten programs, particularly in the Big 5 cities (16,028), was small compared to the percentage characterized by indicators of educational disadvantage.[1]

The majority (61 percent) of State prekindergarten pupils attended nonpublic schools (Table 4.2). Smaller percentages of minority children were enrolled in nonpublic than public prekindergartens, 24.0 compared with 60.3 percent. Each minority group's share of nonpublic prekindergarten enrollment, however, was similar to its share of K-12 nonpublic enrollment. The exception was that Hispanic students were much less likely to be enrolled in nonpublic prekindergarten than K-12 programs.

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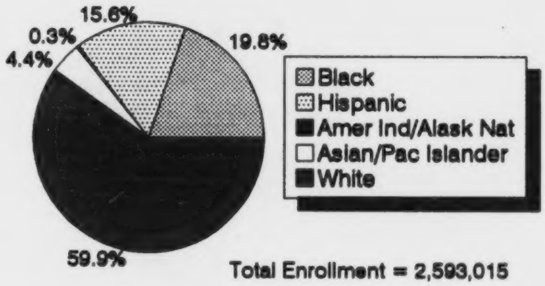
[1] According to the 1990 Decennial Census, in the Big 5 cities 570,314 persons younger than 18 were living in poverty. Assuming that these persons were evenly distributed by age, more than 31,000 four-year-olds were living in poverty in these cities.

COMPENSATORY EDUCATION

Currently, New York State's public schools participate in three programs intended to provide supplemental instruction to students determined not to be making satisfactory academic progress: the federally-funded Elementary and Secondary Education Act (ESEA) Chapter 1 program, and the State-supported programs for Pupils with Special Educational Needs (PSEN) and Pupils with Compensatory Educational Needs (PCEN).

The ESEA Chapter 1 program provides supplemental instruction and related support services designed to improve the basic skills of educationally disadvantaged children enrolled in schools with high concentrations of children in poverty. The purpose of the program is to help children succeed in regular school programs and attain grade-level proficiency. Each district determines which children are eligible to participate in the program, using locally developed educational criteria. Nonpublic students residing in a school's attendance area may also receive Chapter 1 compensatory education services.

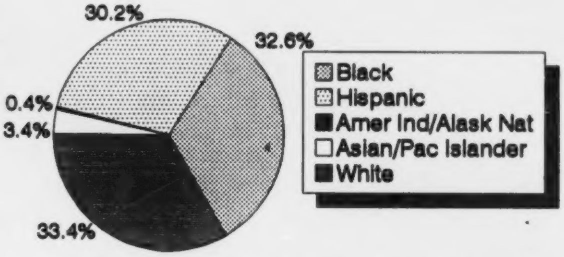
Figure 4.1
Racial/Ethnic Enrollment in Public Schools
Fall 1991



Total Enrollment = 2,593,015

Almost 395,000 students (15.2 percent of the K-12 public school population) received Chapter 1 services during 1991-92 (Table 4.3). Chapter 1 served a larger percentage of public school students in 1991-92 than in 1985-86, when only 11.9 percent were served. An additional 28,169 students who attended nonpublic schools were enrolled in Chapter 1 programs, bringing the State total to 422,966. The majority of these students attended schools in New York City: 50 percent attended City public schools and an additional 5 percent attended City nonpublic schools.

Figure 4.2
Racial/Ethnic Enrollment in Public Schools
ESEA Chapter 1 Programs
Fall 1991



Total Enrollment = 394,797

Minority students were more likely than White students to receive ESEA Chapter 1 services. Comparing Figures 4.1 (the racial/ethnic distribution of State public school students) and 4.2 shows that minorities made up 66.6 percent of Chapter 1 enrollment compared to 40.1 percent of State public enrollment. This overrepresentation occurred in every school category, public and nonpublic, but was particularly pronounced in New York City public and nonpublic schools and in the Other City Districts. In these school categories, Black and Hispanic students were four to five times as likely as White students to be served by Chapter 1 programs (Table 4.4).

PSEN funds instructional programs in reading, writing, mathematics, science, American history and government, and/or global studies (using bilingual pedagogy when appropriate) for eligible students.

The program must clearly specify learning objectives and activities and use required evaluation procedures. Students are eligible if they fail to achieve the State reference point on any Pupil Evaluation Program (PEP) test, preliminary competency test (PCT), or Regents competency test (RCT), or if in grades K-2 they are predicted to have serious deficiencies in reading, writing, and/or mathematics by the time they enter the third grade.

The PCEN program provides support to the Big 5 cities and seven smaller cities for supplementary compensatory education programs. PCEN serves students who fail to achieve the State reference point on any PEP test, PCT, or RCT and students in grades 1-3 who are determined to have deficiencies in reading, mathematics, and writing. PSEN and PCEN programs served 341,485 students (13.2 percent of the State public enrollment) in 1991-92. More than half of the students served (208,742) attended New York City schools. The programs have been expanded since 1985-86 when 10.7 percent of students statewide were served (Table 4.5). Some students served by PSEN and PCEN were also enrolled in ESEA Chapter 1 programs.

SPECIAL EDUCATION[2]

Public agencies in New York State provide children with disabilities the education programs that are intended to meet their unique needs. Local school districts educate the majority of these children. In some cases, however, school districts contract with neighboring districts, BOCES, or private agencies to provide required special services. State agencies such as the Office of Mental Retardation and Developmental Disabilities, the Office of Mental Health, the Division for Youth, and the Division of Probation and Correctional Alternatives also provide services. Approximately 96 percent of children with disabilities ages 3 to 21 receive services through programs operated by local and State public agencies. The remaining children are placed by public agencies in private programs; however, they remain the responsibility of the public agencies.

Table 4.6 shows that since the mid-1970s, the number of students enrolled in K-12 special education programs has increased 31 percent statewide, from 220,521 students in 1976-77 to 288,731 students in 1991-92. During the same time, total State enrollments decreased 21 percent. Consequently, the share of total enrollment represented by students with disabilities increased from 6.6 percent in 1976-77 to 11.0 percent in 1991-92.

Special education enrollments in New York City public schools have also increased, both in absolute numbers and as a percentage of total district enrollment. In 1976-77, New York City enrolled 63,149 students (or 5.9 percent of the total enrollment) in special education. Fifteen years later, the City enrolled 111,331 students (or 11.7 percent of its total enrollment) in special education programs.

Many factors including legislative initiatives, court decisions, and State Education Department policy affect special education enrollments. The Education of All Handicapped Children Act (Federal Public Law 94-142) enacted in 1975 guaranteed, for the first time, a free and appropriate public education to all children with disabilities. The law further mandated multidisciplinary developmental evaluations and required that identified students be provided individualized programs delivered in the least restrictive environment. At the State level, Chapter 853 of the Laws of 1976 specified requirements and procedures for the education of children with disabilities.

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[2] A major source for this discussion is *State of the Child in New York State* (Chapter 6: Children in School), published by the New York State Council on Children and Families, January 1988.

Three factors explain most of the recent shifts in the number of special education enrollments. First, in the early 1980s, New York State Law expanded the categories of disabilities to include learning disabilities, autism, multiply disabled, orthopedic conditions, and health impairments, making more children eligible to receive special education services. Second, the 1979 Federal court decision *Jose P. v. Ambach* resulted in more timely evaluations and more appropriate programs placements for children with disabilities. Third, in 1980 the State altered the method used to allocate State aid for educating children with disabilities, replacing the kind of disability with the intensity of services provided as a factor in distributing aid. This change resulted in a significant increase in the total State funds provided for special education programs.

Further, 1989 legislation gave local school districts responsibility for the delivery of preschool special education services and programs to children with disabilities below the age of five. Previously, special education preschool services were delivered through the Family Court system. The State and counties continue to share the costs of these services. In 1990-91, the cost to each was approximately $180 million.

To provide children with disabilities the program services that best meet their unique needs, in the least restrictive way, schools throughout New York State have developed a continuum ranging from regular classroom programs supplemented with special services to small, self-contained classrooms. Because of the restrictive nature of these latter programs, educators have been mindful of the number and kinds of students who are enrolled in them.

Recent changes to the Regulations of the Commissioner of Education have provided additional flexibility regarding special education class sizes to local school districts, Boards of Cooperative Education (BOCES), State-supported and State-operated schools, approved private schools, and schools operated by other State agencies. The maximum special education class size has been increased from 12 to 15 students per teacher. Additionally, a new class-size option of eight students to one teacher and one paraprofessional has been added to the continuum of services. These changes were the result of efforts to provide localities with mandate relief that would result in cost savings while continuing to ensure the provision of appropriate services. An independent study of the impact of the changes is being conducted through the 1992-93 school year. The results of this study will be presented to the Board of Regents in fall 1993.

Minority students were overrepresented in self-contained special education classrooms.[2] Figure 4.1 displays the share of each racial/ethnic group in the State public enrollment, while Figure 4.3 displays their shares of elementary and secondary special education enrollment. In fall 1991, 40.1 percent of State enrollments in elementary special education classes were White, while the remaining 59.9 percent were minority students. Comparing Figures 4.1 and 4.3 shows that these percentages are the reverse of majority and minority enrollments in public enrollment where 59.9 percent were White. At the secondary level, the overrepresentation of minority students was even greater: they represented 72.0 percent of all enrollments in ungraded secondary classes.

Table 4.7 provides data on the distribution of enrollment in elementary and secondary ungraded special education classes by racial/ethnic group and district location in fall 1991. New York City enrolled the majority (50.1 percent) of State elementary special education students. Disproportionately few attended schools in Suburban and Rural Districts. The overrepresentation of Blacks and Hispanics, relative to Whites, was less significant in the Big 5 than in the other district categories. Nevertheless,

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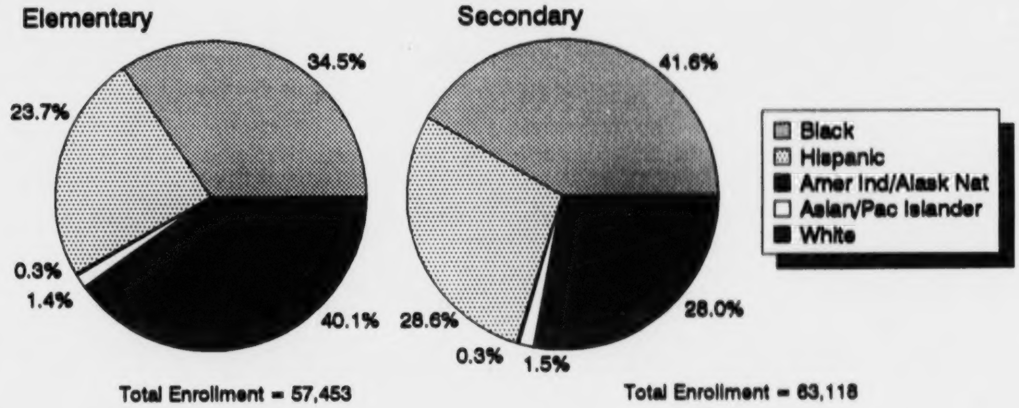
[2] Data used in this discussion are based on statewide aggregated statistics. It is important to examine the data at the district and school building levels to understand fully the implications of the statewide data.

Figure 4.3
Racial/Ethnic Enrollment in Ungraded Special Education
Fall 1991



the fact that most Blacks and Hispanics attended school in these districts, coupled with the fact that larger percentages of students in these districts were assigned to ungraded classes, resulted in Blacks and Hispanics, statewide, being more likely to be assigned to ungraded elementary classes than Whites. Statewide, Blacks were two-and-a-half times, and Hispanics more than twice, as likely as Whites to be placed in elementary ungraded classes.[3] Only Asians and Pacific Islanders were less likely than Whites to be placed in these classes.

In the secondary grades, the discrepancies in placement rates among district categories, as well as racial/ethnic groups, were even greater than in the elementary grades (Table 4.7). Again the majority (67.9 percent) of special education students attended school in New York City, while disproportionately few attended school in Other City, Suburban, and Rural Districts.

The pattern of discrepancies was similar to that in the elementary grades: the overrepresentation of Blacks relative to Whites was more pronounced in districts other than the Big 5. Nevertheless, the concentration of minorities in the Big 5 districts coupled with these districts' higher placement rates resulted in high statewide placement rates for Blacks and Hispanics relative to Whites. Comparing minority representation in the State public enrollment and in secondary ungraded special education classes reveals that Black students were 4.5 times as likely to be placed in these classes as White students. The placement rates of Hispanics and Native Americans were 3.8 and 2.1 times as great as that of Whites. Only Asians and Pacific Islanders were less likely than Whites to be placed in these classes. Their placement rate was three-quarters of the White rate.

Education Department figures also show an overrepresentation of limited-English-proficient (LEP) students in special education classes. The primary reason is a lack of programs within the school systems which meet their special needs. Since some, though not all, needed services are available within special education, LEP students are referred and sometimes placed in these classes even without the presence of disabilities.

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[3] Relative placement rates were determined by comparing the percentages of minority and White children placed in ungraded special education classes.

The statistics clearly demonstrate the overrepresentation of Blacks and Hispanics in ungraded, self-contained special education classrooms. It is unclear to what degree discriminatory assessment and referral policies, practices, and instruments contribute to the situation. Before being assigned to special education classes, students must receive a multidisciplinary developmental evaluation. The results of this evaluation are reviewed by the district's committee on special education who determine the kinds of educational services that best meet the needs of the child. In theory, children are only assigned to ungraded classes when they require academic remediation and support services that would not otherwise be available. It may be that the increased prevalence of disabilities associated with poverty contributes to a higher incidence of minority placements in special education. For example, inadequate prenatal care results in a higher incidence of birth defects and other disabilities.

REGENTS MATHEMATICS AND SCIENCE

One goal of early childhood and compensatory programs is to ensure that all students have the opportunity to participate in the programs of their choice at the secondary level. Because passing Regents examinations indicates the completion of a rigorous course of study, the degree to which all secondary students have access to and participate in Regents examinations is an important issue of educational equity. The two topics—participation and performance—are discussed jointly in Chapter V, since the rate of participation helps to establish the context for assessing performance. This section discusses briefly the participation of minority and female students in Regents mathematics and science examinations because of public concern about the adequacy of student preparation in these subjects.

Tables 4.8A and 4.8B show the 1992 participation rates for public and nonpublic school students in Regents science and mathematics examinations according to the minority enrollment of the schools they attended.[4] The overall trend, in public and nonpublic schools, is that, as the minority enrollment of the school increased, participation in both the Regents science and mathematics examinations decreased. For example, public schools with no more than 20-percent minority enrollment had participation rates of 45.7 percent for Regents mathematics examinations and 50.0 percent for Regents science; schools with minority enrollments greater than 80 percent had rates that were one-third to one-fourth of those: 16.8 percent for Regents mathematics and 12.9 percent for Regents science.

The differences according to minority-composition category were less dramatic within district categories. Generally, within a district category, about twice as many students took Regents mathematics in low-minority as in high-minority schools. Further, comparing schools with similar minority enrollments shows that the percentages of participating students did not vary greatly according to school category. In schools with more than 80-percent minority enrollment, for example, the percentages participating in Regents mathematics ranged from 16.4 percent in New York City to 23.1 percent in the Suburban Districts. Participation in Regents science showed a similar pattern, although the disparities between high- and low-minority schools were somewhat greater.

Because the Department does not collect information on the race/ethnicity of examination takers, we must draw inferences about the participation of minorities in these courses from school minority composition. Information about the course participation of members of minority groups is available from the NELS:90 follow-up survey of the eighth-grade class of 1988. At the time of the 1990 follow-up survey, the typical student was in the tenth grade. Their responses to questions about their course work through 1990 confirmed that Blacks and Hispanics attending public schools were less likely than whites to report being in college-preparatory programs. Twenty-seven percent of Whites, 14 percent of Blacks, and 15 percent of Hispanics reported being in college-preparatory programs. Similarly, 84 percent of Whites, 66 percent of Blacks, and 65 percent of Hispanics had taken at least one year of biology; 46 percent of Whites, 36 percent of Blacks, and 38 percent of Hispanics had taken at least one year of algebra.

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[4] In this context, "participation rate" is calculated as the total number of pupils taking all Regents science or mathematics examinations divided by the total grade 9-12 enrollment (rather than the average grade enrollment, which was used for calculating participation rates for individual Regents examinations).

There is a similar concern that males and females have equal access to the total curriculum. Figures 5.10C through 5.10F show the percentages of average enrollment in public and nonpublic schools who participated in and passed Regents science and mathematics examinations in June 1992, displayed by gender. In public and nonpublic schools, a larger percentage of females than males both participated in and passed Regents mathematics examinations and the Regents Biology examination. On the physics examination, males surpassed females in both public and nonpublic schools: 19 percent of the average male enrollment passed, compared with 15 percent of the average female enrollment.

ADVANCED PLACEMENT PROGRAM

The Advanced Placement Program of the College Board offers students the opportunity to take college-level courses during secondary school. The program prepares college-level syllabi and examinations for use in secondary schools. The results of these examinations are used by participating colleges to grant credit and/or advanced standing to entering students. In 1991, 798 State secondary schools participated in this program; in these schools 41,369 students took 61,806 examinations.

Between 1988 and 1991, participation by minority students in the AP program increased significantly: while the total number of examinations increased by 11 percent, the number taken by Black participants increased by 33 percent; the number by Hispanics, 42 percent; and the number by Asians, 54 percent. Nevertheless, minorities continued to be severely underrepresented among this elite group: In 1991, only four percent of AP examinations were taken by Black students and only five percent were taken by Hispanic students. Moreover, Black, Hispanic, and American Indian students do not achieve as high scores as Asians and Whites on the AP examinations. For example, on the English literature examination, Whites and Asians achieved an average score of 3.06 (on a 5-point scale); Blacks achieved a score of 2.51; Hispanics, 2.69; and American Indians, 2.77. An exception to this pattern was that Hispanic students achieved the highest mean score of any racial/ethnic group on the Spanish language examination, 4.53.

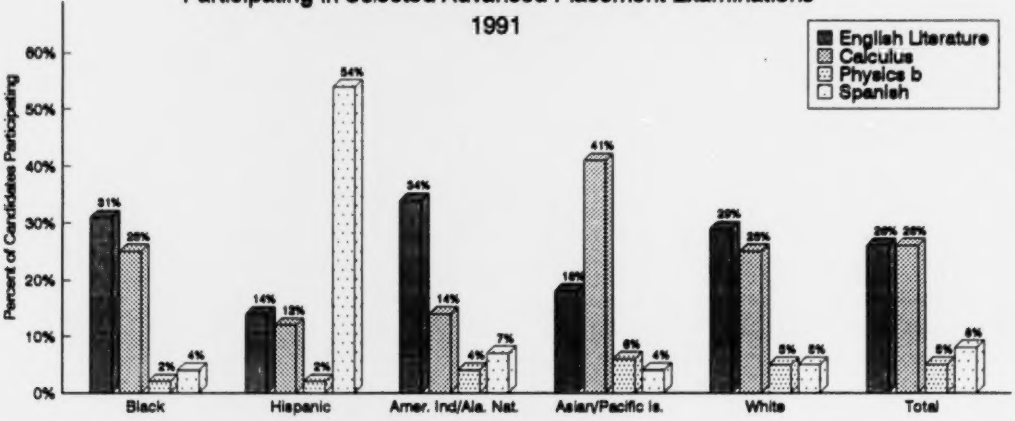
There were differences among minority groups in the examinations that they chose to take. For example, 41 percent of Asian candidates took a calculus examination, 18 percent took English literature, and 4 percent took a Spanish examination. In contrast, 54 percent of Hispanic candidates took a Spanish examination, 14 percent took English literature, and 12 percent took a calculus examination (Figure 4.4).

More females than males took AP examinations in 1991; 52 percent of exam-takers were female. Further, male and female candidates tended to select different kinds of examinations. More female (31 percent) than male candidates (21 percent) took the English literature examination. Further, females achieved a slightly higher mean score than males on the this examination, 3.04 compared with 3.01. Despite women's superior performance on the Regents mathematics examinations, more males (31 percent) than females (23 percent) took an AP calculus examination. Males achieved a substantially greater mean score on the calculus AB exam (2.91) than females (2.66). On the more advanced calculus BC examination, males achieved an average score of 3.50; females, 3.15.

Figure 4.4

Percent of Candidates within Racial/Ethnic Groups Participating in Selected Advanced Placement Examinations

1991



OCCUPATIONAL EDUCATION

A strategic objective of the New Compact is that all high school graduates will be prepared for college, work, or both. Occupational-education programs offer sequences of courses leading to entry-level employment. Almost 315,000 secondary students participated in occupational education programs operated by both public school districts and BOCES during the 1991-92 school year. Of these students, almost half (48 percent or 151,131 students) attended schools in New York City. The remaining 52 percent (163,706 students) attended schools outside New York City.

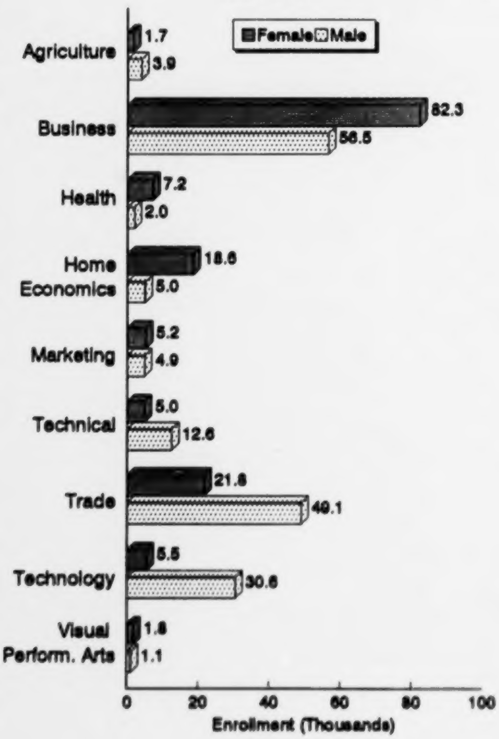
Between the 1983-84 and 1990-91 school years, enrollment in occupational education programs outside New York City decreased by one-quarter. In contrast, New York City experienced an increase (21.8 percent) in the number of students enrolled in these programs. The joint effect of these two trends was a statewide decrease (24,931) in the number and percentage (7.3 percent) of students enrolled in occupational education.

Contrary to the overall trend throughout the 1980s, the statewide enrollment for 1991-92 shows an 11-percent increase over 1987-88. This increase can be explained almost exclusively by the addition of enrollments in three major program areas not previously counted: home economics (previously considered "nonoccupational"), technology, and

Figure 4.5

Enrollment in Occupational Education Programs by Program Area and Gender

1991-92

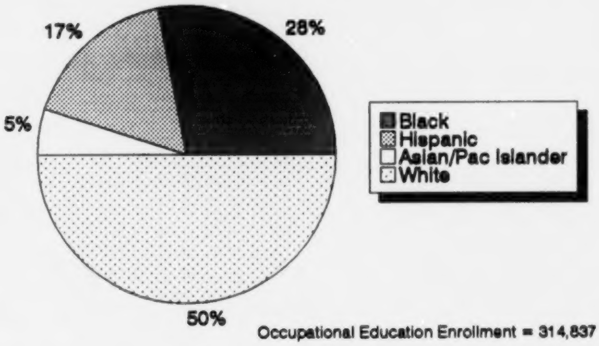


visual/performing arts. If the enrollments in these three major program areas were subtracted from the total enrollment for 1991-92, there would again have been a decline in total occupational education program enrollments (Table 4.9 and Figure 4.5).

Undoubtedly, a major factor in the lower number of students participating in occupational education has been the trend of declining overall student enrollments discussed in Chapter II. The influence of other factors—such as changes in the Commissioner's Regulations affecting high school graduation, changing student career interests, and opinions about program quality—is uncertain.

Minority students were more likely than Whites to be enrolled in occupational education classes. Table 4.10 shows that in 1991-92, 50.0 percent of enrollments in occupational education classes were minority, while the statewide public minority enrollment was 40.1 percent. (Compare Figures 4.1 and 4.6.) In contrast, White students were underrepresented in occupational education classes by 9.9 percentage points; Whites constituted 59.9 percent of public statewide enrollment.

Figure 4.6
Public Secondary Occupational Education Enrollment
by Racial/Ethnic Group
1991-92



Occupational Education Enrollment = 314,837

Note: American Indians/Alaskan Natives constitute less than 0.5% of enrollment.

Although the gender distribution for overall occupational education enrollments was roughly equal in 1991-92 (males composed 53 percent of the total and females, 47 percent), many occupational education fields continued to be predominantly male or female. Male students concentrated in the trades, technical fields, technology/industrial arts, and agriculture; females, in business, health, and home economics (Figure 4.5).

SUMMARY

While the percentage of four-year-olds served by prekindergarten programs has increased in every school category since 1971-72, many more educationally disadvantaged children need these services. Partially because the high rates of poverty among minority families result in higher levels of educational disadvantage, many more minority than White children were served by both compensatory and special-education programs. These programs, however, were not successful in ensuring that all students were prepared to take full advantage of the secondary school curriculum. Minority students were much less likely than nonminority students to participate in Regents mathematics and science courses and in college-level courses organized by the Advanced Placement Program of the College Board. Minority students, however, were more likely than nonminority students to participate in occupational education courses.

While female students were more likely than male students to participate in and pass Regents mathematics, they were less likely to participate in Advanced Placement mathematics examinations. They were more likely to participate in AP courses in certain other fields, such as English literature and biology.

TABLE 4.1

TRENDS IN PUBLIC AND NONPUBLIC SCHOOL PREKINDERGARTEN ENROLLMENTS FOR THE STATE AND NEW YORK CITY

NEW YORK STATE

1971-72 TO 1991-92

Year	Total State (Public and Nonpublic)			New York City (Public and Nonpublic)		
	Estimated 4-Year Old Population	Prekindergarten Enrollment	Prekindergarten Enrollment as Percent of Population	Estimated 4-Year Old Population	Prekindergarten Enrollment	Prekindergarten Enrollment as Percent of Population
1971-72	298,909	24,161	8.1 %	119,742	12,758	10.7 %
1976-77	264,611	22,747	8.6	108,791	7,833	7.2
1981-82	223,568	42,433	19.0	91,726	16,967	18.5
1986-87	241,020	60,496	25.1	97,354	24,401	25.1
1991-92	249,105	77,893	31.3	99,104	31,394	31.7

TABLE 4.2

ENROLLMENT IN PUBLIC AND NONPUBLIC SCHOOL PREKINDERGARTEN PROGRAMS BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE

FALL 1991

Location	Prekindergarten Enrollment	Black	Hispanic	American Indian/Alaskan Native	Asian and Pacific Islander	White
Public						
New York City	11,817	40.2%	35.7%	0.2%	6.3%	17.6%
Large City Districts	4,211	45.0	12.1	1.2	1.6	40.1
Other City Districts	3,382	25.9	10.5	*	2.1	61.4
Suburban Districts	5,760	19.1	12.0	0.3	2.5	66.1
Rural Districts	4,855	1.8	0.8	5.2	0.3	91.9
Total Public	30,025	33.3	22.4	0.6	4.0	39.7
Nonpublic						
New York City	19,577	21.0	11.7	*	6.7	60.6
Rest of State	28,291	7.2	3.1	0.1	2.8	86.8
Total Nonpublic	47,868	12.9	6.6	0.1	4.4	76.0
Total Public and Nonpublic	77,893	19.9%	12.1%	0.3%	4.2%	63.5%

*Less than 0.1%.

TABLE 4.3

TRENDS IN PUBLIC SCHOOL ESEA CHAPTER 1 PROGRAMS FOR THE STATE AND NEW YORK CITY

NEW YORK STATE
1985-86, 1990-91, AND 1991-92

Location/Year	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as a Percent of Total
New York City			
1885-86	931,246	174,758	18.8%
1990-91	931,910	203,583	21.8
1991-92	950,452	211,689	22.3
Rest of State			
1985-86	1,653,024	132,784	8.0%
1990-91	1,615,348	150,841	9.3
1991-92	1,642,563	183,108	11.1
Total Public			
1985-86	2,584,270	307,542	11.9%
1990-91	2,547,258	354,424	13.9
1991-92	2,593,015	394,797	15.2

TABLE 4.4

ENROLLMENT IN ESEA CHAPTER 1 PROGRAMS BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE
FALL 1991

Location	Compensatory Education Enrollment	Black	Hispanic	American Indian/ Alaskan Native	Asian and Pacific Islander	White
PUBLIC						
New York City	211,689	42.9%	46.7%	0.2%	4.5%	5.7%
Large City Districts	22,252	49.1	19.9	0.8	3.3	26.9
Other City Districts	47,678	33.1	17.3	0.6	2.7	46.3
Suburban Districts	82,717	12.0	8.1	0.3	2.1	77.5
Rural Districts	30,461	3.6	2.7	1.4	0.5	91.8
Total Public	394,797	32.6	30.2	0.4	3.4	33.4
NONPUBLIC						
NYC Nonpublic	20,293	33.0	40.8	0.1	3.6	22.5
Other Nonpublic	7,876	19.4	9.7	0.1	1.6	69.2
Total Nonpublic	28,169	29.1	32.1	0.1	3.0	35.7
TOTAL STATE	422,966	32.5%	30.3%	0.4%	3.4%	33.4%

TABLE 4.5

TRENDS IN PUBLIC SCHOOL PSEN/PCEN PROGRAM ENROLLMENT FOR THE STATE AND NEW YORK CITY

NEW YORK STATE
1985-86, 1990-91, AND 1991-92

Location/Year	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as a Percent of Total
New York City			
1885-86	931,246	124,089	13.3%
1990-91	931,910	209,892	22.5
1991-92	950,452	208,742	22.0
Rest of State			
1985-86	1,653,024	153,254	9.3%
1990-91	1,615,348	157,450	9.7
1991-92	1,642,563	132,743	8.1
Total Public			
1985-86	2,584,270	277,343	10.7%
1990-91	2,547,258	367,342	14.4
1991-92	2,593,015	341,485	13.2

TABLE 4.6

TRENDS IN PUBLIC SCHOOL SPECIAL EDUCATION ENROLLMENT FOR THE STATE AND NEW YORK CITY

NEW YORK STATE

1976-77 TO 1991-92

Year	New York City			Rest of State			Total Public		
	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total
1976-77	1,074,851	63,149	5.9%	2,253,700	157,372	7.0%	3,328,551	220,521	6.6%
1981-82	920,911	87,283	9.5	1,849,729	141,463	7.6	2,770,640	228,746	8.3
1986-87	932,343	104,403	11.2	1,656,593	155,650	9.4	2,588,936	260,053	10.0
1991-92	950,452	111,331	11.7	1,663,486	177,400	10.7	2,613,938	288,731	11.0

TABLE 4.7

ENROLLMENT IN PUBLIC ELEMENTARY AND SECONDARY UNGRADED SPECIAL EDUCATION CLASSES BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE

FALL 1991

Location	Ungraded Classes	Black	Hispanic	American Indian/Alaskan Native	Asian and Pacific Islander	White
New York City						
Elementary	28,801	46.7%	38.7%	0.1%	2.0%	12.5%
Secondary	42,856	48.4	37.1	0.2	1.9	12.4
Large City Districts						
Elementary	4,771	50.1	14.2	0.4	0.4	34.9
Secondary	4,386	52.3	17.8	0.5	0.6	28.8
Other City Districts						
Elementary	5,448	28.7	8.0	0.5	0.6	62.2
Secondary	4,073	27.5	6.7	0.5	0.4	64.9
Suburban Districts						
Elementary	15,945	14.8	8.1	0.3	1.1	75.7
Secondary	10,485	19.2	9.9	0.2	0.8	69.9
Rural Districts						
Elementary	2,488	3.5	2.6	1.7	0.2	92.0
Secondary	1,318	7.4	2.8	1.3	0.2	88.3
Total Public						
Elementary	57,453	34.5%	23.7%	0.3%	1.4%	40.1%
Secondary	63,118	41.6	28.6	0.3	1.5	28.0

TABLE 4.8A

AVERAGE PUPIL PARTICIPATION RATE IN SECONDARY SCHOOLS BY MINORITY COMPOSITION REGENTS SCIENCE EXAMINATIONS

NEW YORK STATE
JUNE 1992

Sector/Location	Minority Composition of School				
	0-20%	21-40%	41-60%	61-80%	81-100%
Public					
New York City	42.3%	34.8%	30.8%	25.8%	12.5%
Large City Districts	*	34.3	26.4	20.1	18.8
Other City Districts	44.2	37.1	31.6	32.1	15.0
Suburban Districts	51.5	47.4	36.2	32.2	18.9
Rural Districts	47.4	41.7	29.9	*	*
Total Public	50.0	41.9	30.9	25.6	12.9
Nonpublic					
New York City	51.1%	43.7%	37.3%	32.7%	20.8%
Other Nonpublic	57.0	32.3	18.9	7.5	0.0
Total Nonpublic	54.7	40.0	34.9	30.7	20.4
Total State	50.5%	41.4%	31.3%	25.9%	13.3%

* No high schools with this minority composition

Participation Rate: Total number of pupils taking Regents science examinations (biology, earth science, chemistry, and physics) in June 1992 divided by grade 9-12 enrollment.

Minority Composition: Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades 9-12, divided by total grade 9-12 enrollment.

TABLE 4.8B

AVERAGE PUPIL PARTICIPATION RATE IN SECONDARY SCHOOLS BY MINORITY COMPOSITION REGENTS MATHEMATICS EXAMINATIONS

NEW YORK STATE
JUNE 1992

Sector/Location	Minority Composition of School				
	0-20%	21-40%	41-60%	61-80%	81-100%
Public					
New York City	30.4%	36.0%	33.3%	26.3%	16.4%
Large City Districts	*	39.2	35.2	25.7	21.0
Other City Districts	41.5	35.3	31.9	34.4	21.8
Suburban Districts	47.1	42.0	32.9	33.8	23.1
Rural Districts	43.7	36.8	28.2	*	*
Total Public	45.7	38.8	33.4	27.1	16.8
Nonpublic					
New York City	56.2%	48.8%	39.2%	46.1%	23.7%
Other Nonpublic	53.3	28.9	25.7	10.7	3.5
Total Nonpublic	54.4	42.3	37.4	43.3	23.3
Total State	46.7%	39.8%	33.8%	28.1%	17.1%

* No high schools with this minority composition

Participation Rate: Total number of pupils taking Regents mathematics examinations (sequential mathematics Course I, Course II and Course III) in June 1992 divided by grade 9-12 enrollment.

Minority Composition: Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades 9-12, divided by total grade 9-12 enrollment.

TABLE 4.9

TRENDS IN SECONDARY OCCUPATIONAL EDUCATION ENROLLMENT FOR THE STATE, NEW YORK CITY AND THE REST OF STATE INCLUDING BOCES

NEW YORK STATE
1983-84 TO 1991-92

Year	New York City			Rest of State Including BOCES			Total State Including BOCES		
	Total Enrollment	Occupational Education Enrollment	Occupational Education Enrollment as a % of Total	Total Enrollment	Occupational Education Enrollment	Occupational Education Enrollment as a % of Total	Total Enrollment	Occupational Education Enrollment	Occupational Education Enrollment as a % of Total
1983-84	921,131	124,088	13.5%	1,739,910	215,680	12.4%	2,661,041	339,768	12.8%
1985-86	931,246	136,328	14.6	1,674,117	183,129	10.9	2,605,363	319,457	12.3
1987-88	933,206	133,541	14.3	1,640,043	150,700	9.2	2,573,249	284,241	11.0
1989-90	918,011	142,364	15.5	1,619,658	163,123	10.1	2,537,669	305,487	12.0
1991-92	950,452	151,131	15.9	1,634,486	163,706	10.0	2,613,938	314,837	12.0

TABLE 4.10

PUBLIC SECONDARY OCCUPATIONAL EDUCATION ENROLLMENT BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE

1991-92

Location	Occupational Education Enrollment	Black	Hispanic	American Indian/ Alaskan Native	Asian and Pacific Islander	White
New York City	151,131	43 %	31 %	--	9 %	17 %
Other Big Five	20,615	46	12	1 %	2	39
Rest Of State	143,091	9	4	--	1	86
Total State	314,837	28	17	--	5	50

CHAPTER V: STUDENT PERFORMANCE

The goal of the New Compact is to improve public elementary and secondary education results in the 1990s. Consequently, many strategic objectives of the New Compact relate directly to improving academic achievement.

2. *All children will read, write, compute, and use the thinking skills they need to continue learning by the time they are in the fourth grade or its equivalent.*

4. *All high school graduates will be prepared for college, work, or both.*

5. *All high school graduates will demonstrate proficiency in English and another language; in mathematics, the natural sciences, and technology; in history and other social science; and in the arts and other humanities.*

6. *All students will acquire the skills, knowledge, and attitudes needed for employment and effective citizenship.*

This chapter provides indicators of achievement that can be used to evaluate progress in achieving these objectives.

A fifth strategic objective seeks not only improved results but equity of outcome among all children:

8. *Students of both genders and all socioeconomic and racial/ethnic backgrounds will show similar achievement on State assessment measures.*

Throughout this chapter, as required by legislation, comparisons are made on the basis of race/ethnicity and gender. To provide a better understanding of the factors that contribute to the achievement gap between schools with few and schools with many minority students, the relationships of two factors closely associated with race/ethnicity—poverty and student stability—to performance are examined. The purpose of these comparisons is to measure the magnitude of existing inequities and provide information and incentive for correcting them.

These disparities are evidence that many minority children and children living in poverty have not been provided the instructional programs and health and social services that they require for success. In Chapter III, we documented that teachers in high-minority schools were more likely to leave their schools, were less likely to be certified or licensed, and had less experience than teachers in low-minority schools. We also presented statistical analyses suggesting that teacher qualifications such as experience, certification, and education are significantly correlated with learning as measured by the grade 3 Pupil Evaluation Program reading test.

The first section of this chapter surveys performance on examinations in the State testing program for the State as a whole and, where possible, by sector and location. This year, this section places greater emphasis on excellence by incorporating statistics on the percentage of students who demonstrated mastery on the Pupil Evaluation Program tests and Regents examinations. The second section discusses other measures of performance such as Regents diplomas, national testing programs, and national studies sponsored by the U.S. Department of Education.

CHAPTER V: STUDENT PERFORMANCE—*STATE TESTING PROGRAM*

In New York State, the primary measures of student and school performance are the Pupil Evaluation Program (PEP) tests and the program evaluation tests in the elementary and middle grades, and the Regents competency tests (RCTs), the occupational education proficiency examinations, and Regents examinations in the secondary grades.

DIFFERENCES IN PERFORMANCE ACCORDING TO SCHOOL CATEGORY

This section describes differences in performance on State assessments among public and nonpublic school categories. New York City, which, compared with other school categories, had relatively low expenditures per pupil, larger class sizes, larger percentages of uncertified teachers, and higher rates of teacher turnover, as well as fewer technological resources and library books, was the least successful school category on every measure. In contrast, the Suburban Districts, which had the highest percentage of certified teachers, the most experienced teachers, the highest median salaries, less teacher turnover, and better access to technology and library books, performed consistently well on State assessments.

Pupil Evaluation Program

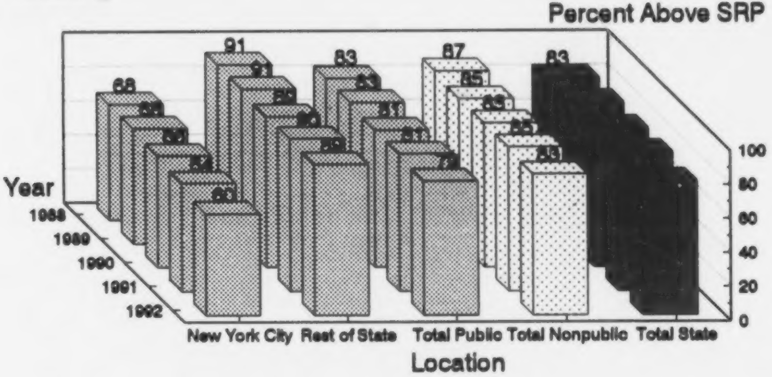
The Pupil Evaluation Program (PEP), initiated in 1965, provides data to the State Education Department and local school districts for use in planning, managing, and evaluating educational programs. The PEP program involves the administration to all pupils of criterion-referenced reading and mathematics tests at the end of grades 3 and 6 and a writing test at the end of grade 5. The PEP tests are an important tool in ensuring the provision of essential educational services, since the Commissioner's Regulations mandate that all pupils scoring below the designated State reference point (SRP) be given remediation. The SRP refers to a minimum level of competency for a given grade. Students scoring above this point on the PEP tests are considered to be making satisfactory progress in developing the basic skills of reading comprehension, mathematics, and writing. From year to year, the difficulty level of the PEP tests is maintained through the use of score-equating techniques.

Figure 5.1 displays the percentage of students who scored above the SRP on each PEP test during the past five years. On each test, a majority of tested children statewide met the criterion in each year. Moreover, statewide on four of the five tests, a larger percentage of students scored above the SRP in 1992 than in 1988. In each year, more students scored above the SRP on the mathematics and writing tests than on the reading tests.

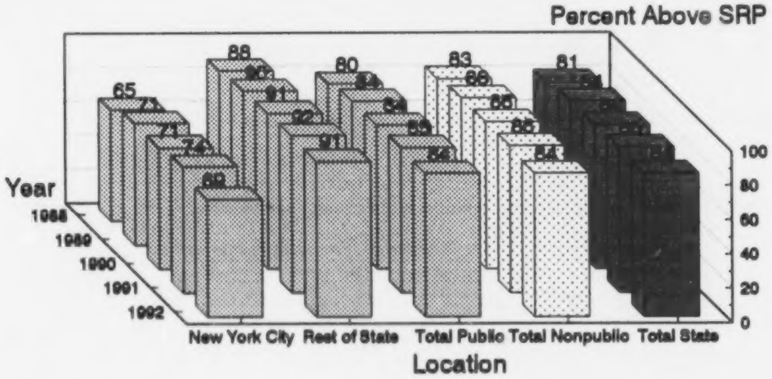
Statewide, in 1992, fewer pupils scored above the SRP on the grade 3 reading test than in any year since 1988. This test identifies students unable to read, with comprehension, the easiest connected sentences and paragraphs. In 1992, 79 percent of third-graders scored above the SRP compared with 82 percent in 1991 and 83 percent in 1988. While performance fell in all summary groups in 1992, the sharpest year-to-year decrease occurred in New York City, where the percentage above the SRP dropped from 64 to 60 percent. Comparing performance in 1992 and 1988, the percentage of third-graders above the SRP in New York City public schools fell eight points; the percentage in nonpublic schools, four points; and the percentage in public schools outside New York City, two points.

Figure 5.1
Trends in Percent of Students Scoring Above the State Reference Points Pupil Evaluation Program Tests 1988-1992

Grade 3 Reading



Grade 6 Reading



Grade 5 Writing

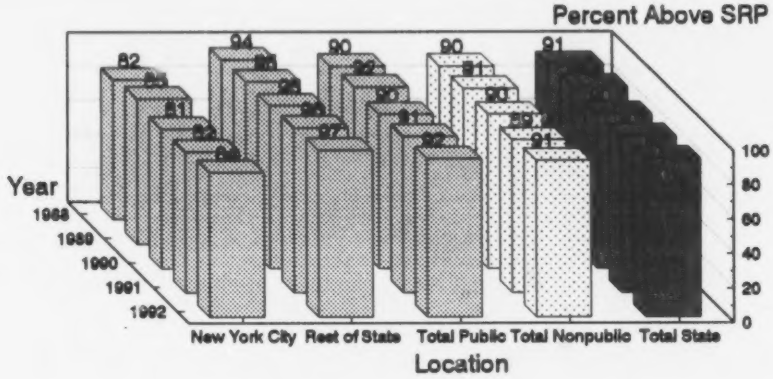
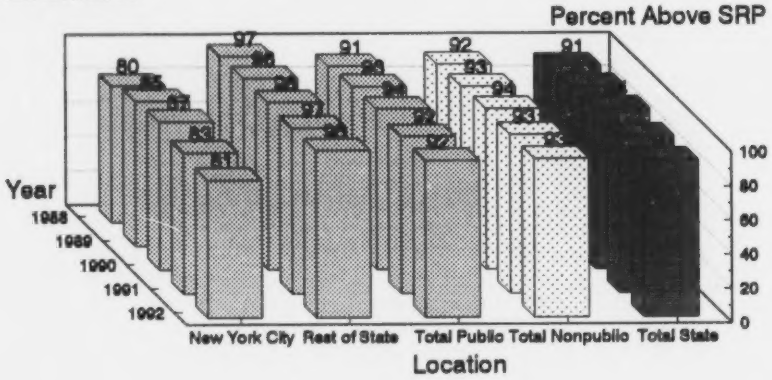
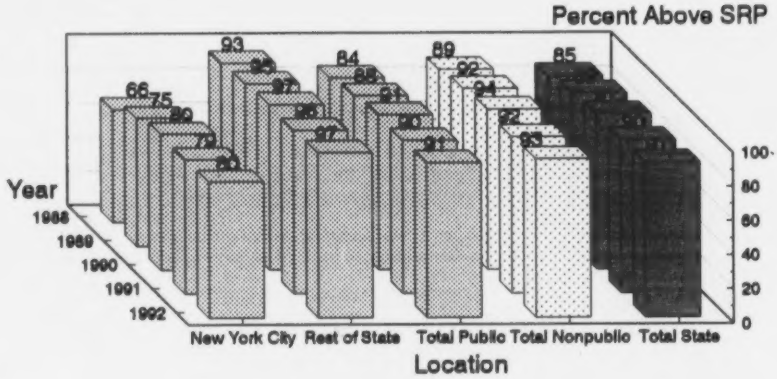


Figure 5.1 (continued)
Trends in Percent of Students Scoring Above the State Reference Points
Pupil Evaluation Program Tests
1988-1992

Grade 3 Mathematics



Grade 6 Mathematics



On the grade 6 reading test, which measures pupils' ability to comprehend materials found in textbooks used in fifth and sixth grades, performance fell slightly between 1991 and 1992, from 85 to 84 percent above the SRP. This statewide decline followed improvements between 1988, when 81 percent of sixth-graders scored above the SRP, and 1991. This pattern held true in every category except New York City public schools where, in 1992, a year-to-year decrease of five percentage points followed a nine-percentage-point increase between 1988 and 1991.

Statewide performance on the grade 5 writing test—a direct measure of students' ability to communicate in writing—fluctuated between 90 and 92 percent during this period. The percentage of fifth-graders scoring above the SRP in public and nonpublic schools in all locations increased by one to two percentage points between 1991 and 1992.

Between 1988 and 1990, performance improved steadily on both the grades 3 and 6 mathematics tests. In 1991 performance on both tests slipped, with the percentage above the SRP falling from 94 to 92 on the grade 3 test and from 91 to 90 percent on the grade 6 test. In 1992 as in 1991, 92 percent of State third-graders scored above the SRP, despite a drop from 83 to 81 percent in New York City. The decrease in the City was offset by an improvement from 97 to 98 percent in the State's remaining public schools. On the grade 6 mathematics test, the percentage of students scoring above the SRP in State public and nonpublic schools was one percentage point greater in 1992 than 1991.

While the SRP identifies students who need remediation, the quality point (QP) identifies those students who have achieved mastery of the tested material. The QP on the grade 3 reading test distinguishes students who can read at or above the SRP established for sixth-graders. The grade 6 reading QP identifies students who can independently read the textbooks typically used to deliver instruction in the sixth grade. Those students achieving the QP on the grade 3 mathematics test have mastered the K-3 portion of the syllabus: *Mathematics K-6: A Recommended Program for Elementary Schools*. Sixth-graders above the QP have mastered the K-6 portion of that syllabus. No QP has been established for the grade 5 writing test.

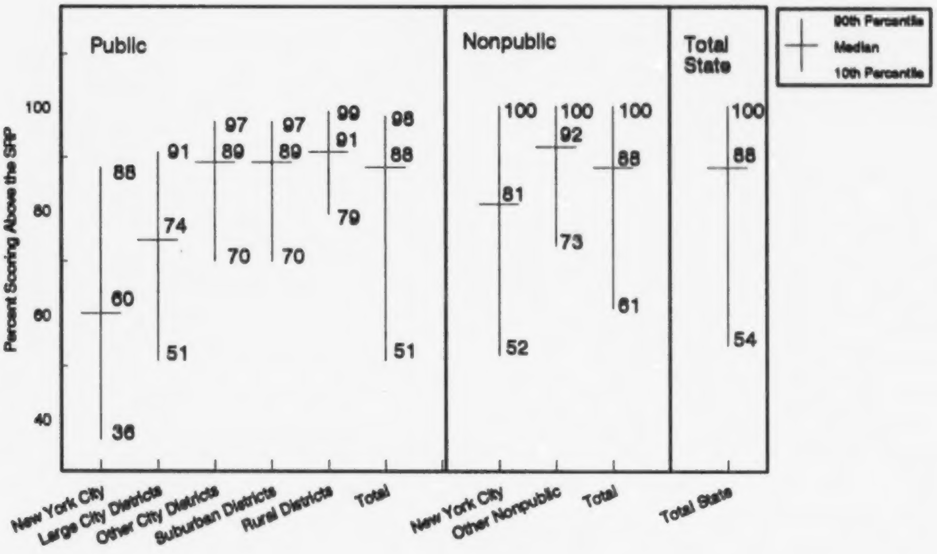
Performance in May 1992 varied among schools according to sector and location. Table 5.1 shows the percentages of students scoring above the SRP and above the QP on each PEP test by school category. As in previous years, in 1992 New York City public schools had the smallest percentages of students scoring above the SRP. New York City's percentages ranged from 59.8 percent on the grade 3 reading test to 84.3 percent on the grade 5 writing test. The Large City Districts had the second lowest percentages of students scoring above the SRP: their percentages ranged from 73.6 on the grade 3 reading test to 92.5 on the grade 3 mathematics test. Schools in Suburban and Rural Districts recorded higher percentages scoring above the SRP than did city districts on all PEP tests. In Suburban Districts, the percentage exceeding the SRP on each test was 91 percent or greater; in Rural Districts, it was 89 percent or greater.

Fewer third-graders scored above the SRP on the reading than on the mathematics test. In contrast, a larger percentage of third-grade students scored above the QP in reading than mathematics. While 30.7 percent of third-graders read at or above the sixth-grade SRP, only 24.4 percent had mastered the K-3 portion of the mathematics syllabus. Similarly, while more sixth-graders scored above the SRP on mathematics than reading; fewer scored above the QP. Statewide, the percentage of students above the QP was 12.7 percent on grade 6 mathematics and 47.4 percent on grade 6 reading.

On every test, a larger percentage of students in the Suburban Districts scored above the SRP and the QP than in any other public or nonpublic school category. Further, while almost as large a percentage of rural as suburban students scored above the SRP, markedly smaller percentages of rural students achieved mastery. For example, although only 0.4 percentage points more suburban than rural students scored above the SRP on the grade 3 mathematics test, 9.0 percentage points more suburban students scored above the QP. The large differences found between New York City and the other categories in the SRP data were attenuated in the QP data. On every test, New York City was within two percentage points of the Large City Districts in percentage of students above the QP.

Statewide, in 1992 the percentage of students scoring above the SRP in nonpublic schools was greater than the comparable percentage in public schools on every PEP test except writing. From 83.1 to 93.3 percent of nonpublic school students scored above the SRP on each test. Nonpublic school students were less successful in attaining mastery. Statewide, on every test, a smaller percentage of students in nonpublic than public schools performed well enough to exceed the QP. The difference between public and nonpublic schools was larger in mathematics than reading. On the third- and sixth-grade mathematics tests, a larger percentage of students in New York City public schools scored above the QP than did their counterparts in nonpublic schools.

Figure 5.2
Distribution of Schools According to the Percent of Students
Scoring Above the State Reference Point
Grade 3 Pupil Evaluation Program Test in Reading
New York State
May 1992



Within each school category, some schools were very successful, while others performed poorly. The variations among schools are illustrated in Figure 5.2, which shows the distribution of school PEP percentages within each category on the grade 3 reading test. Statewide, in the school at the 90th percentile, 100 percent of students scored above the SRP; in the school at the 10th percentile, 54 percent of students scored above the SRP.

In the Other City, Suburban, and Rural Districts, the differences in percentage above the SRP between the schools at the 10th and 90th percentiles were moderate, no more than 27 percentage points. In contrast, that difference was 52 percentage points in New York City and 40 points in the Large City

Districts. In New York City, for example, 88 percent of students scored above the SRP in the school at the 90th percentile; 36 percent in the school at the 10th percentile.

Comparing categories, there was little variation among the highest-performing schools (those at the 90th percentile). Even in New York City and the Large City Districts, most children in the schools at the 90th percentile scored above the SRP. In the 10th-percentile schools, the percentage above the SRP in these districts (36 and 51 percent) was small compared to that in public schools at the 10th percentile in other categories (70 to 79 percent).

Students who speak English as a second language are tested with native-language translations of the mathematics PEP tests. Table 5.2 shows the numbers tested with the alternative-language editions and the percentages scoring above the SRP. The percentages of pupils scoring above the SRP on these tests were smaller than the comparable percentages on the English-language mathematics PEP tests. Only 44.4 percent of those tested on the alternative-language-edition grade 3 test scored above the SRP, as opposed to 92.1 percent of those tested with the English edition. Comparable figures for the grade 6 test were 46.4 and 91.2 percent.

The third-grade PEP tests are currently our only State measure for evaluating whether children can read and compute with adequate proficiency to master fourth-grade content (Strategic Objective 2). Far too many children across the State failed to demonstrate the ability to read with comprehension even the easiest connected sentences and paragraphs. A smaller, but still significant, number of third-graders could not compute at grade level. A disproportionate number of these children attended school in New York City. Fewer than one State third-grader in three demonstrated mastery on the reading test and fewer than one in four demonstrated mastery on the mathematics test.

Program Evaluation Tests

The Regents Action Plan mandated the creation of tests to evaluate the effectiveness of instructional programs in elementary science, elementary social studies, and middle-school social studies. While the tests are designed to evaluate programs, performance on them is a function of student ability and motivation as well as program effectiveness. The elementary social studies test was administered for the first time in May 1987; the other two program evaluation tests were introduced in May 1989. Since scores are used to evaluate programs rather than to identify pupils in need of remediation, no State reference points have been established.

The elementary social studies test, based on the K-6 social studies syllabus, is administered at the end of grade 6. It consists of two required parts: a series of objective questions and a writing exercise. In addition, optional class participation projects, which can be administered any time during the school year, are available. The middle-school social studies test, given at the end of grade 8, is based on the syllabus for grades 7 and 8. This test is similar in format to the grade 6 test.

The mean for the State on the grade 6 test was 38 out of a possible 60 points; on the grade 8 test, 45 out of 70 points (Table 5.3). New York City public schools had the lowest mean score on both tests, while the Suburban Districts and nonpublic schools outside New York City had the highest mean scores on the sixth-grade test (41) and the nonpublic schools outside of New York City had the highest mean score on the eighth-grade test (50).

The elementary school science test is administered at the end of grade 4 and measures objectives taught in grades K-4. The test includes three required components: objective content, objective skills, and manipulative skills. Attitude measures are provided for optional use. The highest possible scores on each component were objective content, 29; objective skills, 16; and manipulative skills, 22. The State means on these three sections were 22, 11, and 17. There were no differences between public and nonpublic school means; the differences among school categories were small. New York City and Large City public schools had the lowest mean scores on each component, while the Suburban Districts achieved the highest mean score (Table 5.3).

Regents Competency Tests

The Commissioner's Regulations state that all pupils must demonstrate competency in reading, writing, mathematics, science, global studies, and U.S. history and government to obtain a high school diploma. The Regents competency tests (RCTs) were established as a mechanism for students not participating in Regents courses and examinations to demonstrate competency. To assist students in meeting the competency criteria, the Commissioner's Regulations require that pupils failing any competency test be provided appropriate remediation. Across the State, about one-half of the pupils graduating from high school each year demonstrate competency in these areas by passing Regents examinations; the remaining students demonstrate competency by passing the appropriate RCT.

The RCT in reading is based on the Degrees of Reading Power methodology and indicates the most difficult prose that pupils can read with comprehension. The RCT in writing measures pupils' ability to organize and present ideas in written form. The test consists of three writing tasks: a business letter, a report, and a composition. The reading and writing tests are intended to assess skills acquired during high school; they may not be given prior to eleventh grade. In January 1992, 90 percent of tested students statewide passed the reading RCT and 84 percent passed the writing RCT.

The mathematics test is designed to measure competency in the skills described in the State-recommended high school mathematics syllabus for students not enrolled in Regents mathematics courses. The test questions cover the core areas of integers and rational numbers; graphing; measurement of geometric figures; ratio, proportion, and percent; probability and statistics; and consumer and job-related mathematics. The vast majority of students initially take the mathematics test at the end of grade 9. In June 1992, only 69 percent of tested students across the State passed.

The RCT in science is designed to measure core process skills and core understandings taken from the *Science Syllabus of Middle and Junior High Schools*. Most of the 70 test questions are multiple-choice. The few open-ended questions require exercises such as completing a graph, constructing a data table, and describing an activity. This test was administered for the first time in June 1988; competency in science was required for graduation beginning in 1991. Almost all students take the science test at the end of grade 9. Seventy-six percent of test-takers passed the science RCT in June 1992.

The RCT in global studies was given statewide on an experimental basis for the first time in 1989. Competency in global studies was first required for graduation in 1992. This test measures the content in the ninth- and tenth-grade global studies syllabi. Therefore, the vast majority of students initially take this test at the end of grade 10. Across the State, 66 percent of students passed this examination in June 1992.

The RCT in U.S. history and government is designed to measure students' understanding of the content and major ideas sections of the grade 11 syllabus in this subject. The test comprises 50 multiple-choice questions and 4 essay questions; students must respond to 2 essay questions. It was administered on an experimental basis in June 1988; competency in U.S. history and government was required for graduation beginning in 1990. The vast majority of students initially take this test at the end of grade 11. In June 1992, 74 percent of students who took this test passed.

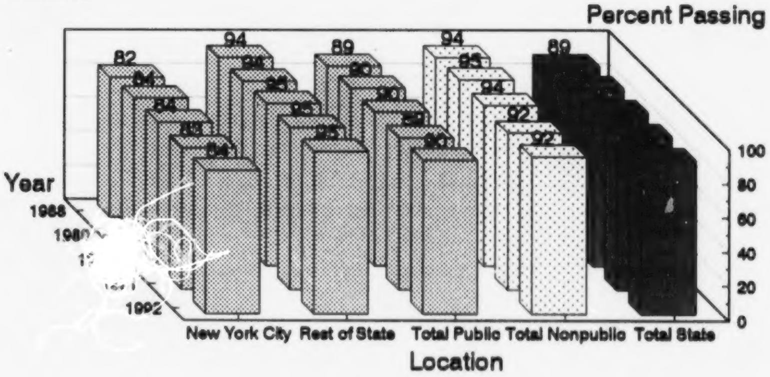
Figure 5.3 shows the percentages of students by school category passing each RCT from 1988 to 1992. Differences in RCT performance across schools and test administrations should be interpreted with caution, because the population of RCT takers is not constant. Some schools encourage all students to take RCTs; others encourage only those students not taking Regents-level courses to take them. Moreover, this policy, which can profoundly influence the percentage of test-takers passing, may change from year to year.

Throughout this period, students were most successful on the reading RCT and least successful on the mathematics and global studies RCTs. In 1992, 69 percent of mathematics (and 66 percent of global studies) test-takers passed, compared to 90 percent of reading test-takers. Performance on the writing RCT, the only other RCT that has been given throughout the five-year period, fluctuated over a narrow range; the percentage passing varied from 81 to 84 percent. Scores on the reading RCT have also remained stable, fluctuating from 89 to 90 percent. Performance on the other examinations has been subject to greater variations.

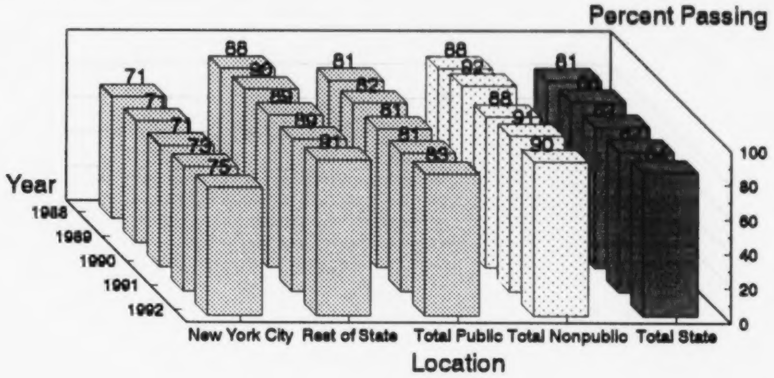
Table 5.4 shows the number of students writing RCTs and the percentage of those students passing in every school category in 1992. Comparison of performance among the five public school categories reveals a consistent pattern. On every RCT, the Rural Districts had the largest percentage of test-takers passing followed in descending order by the Suburban, Other City, Large City, and New York City Districts. On every RCT, the nonpublic schools had larger percentages of tested students passing than the Large City Districts but fewer than the Rural and Suburban Districts. Test-takers in Rural Districts did particularly well on the RCT in mathematics; 90 percent passed compared with 69 percent statewide. In every public school category, the largest percentage of test-takers passed the RCT in reading and the smallest percentage passed the RCT in global studies.

Figure 5.3
Trends in Percent of Students Passing the January or June Administration of the Regents Competency Tests
New York State
1988-1992

RCT Reading



RCT Writing



RCT Mathematics

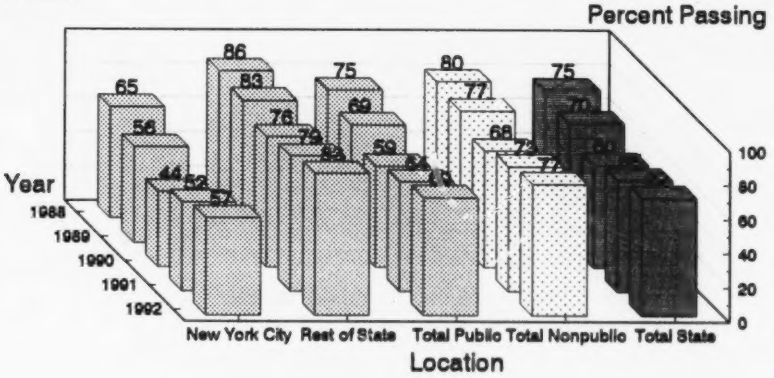
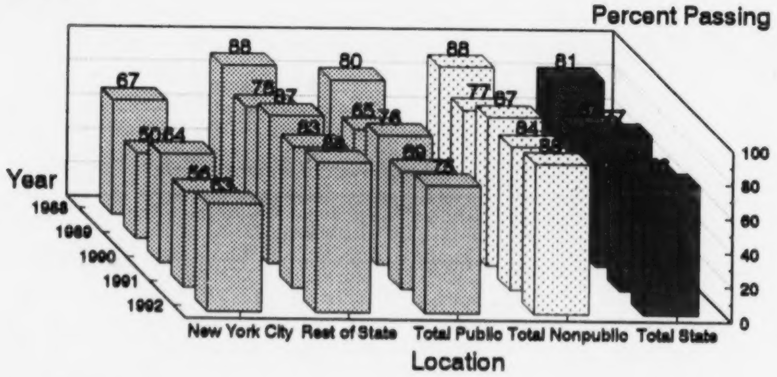
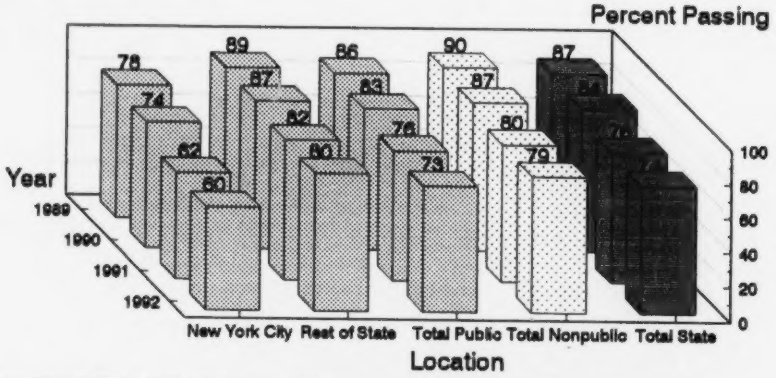


Figure 5.3 (continued)
Trends in Percent of Students Passing the January or June
Administration of the Regents Competency Tests
New York State
1988-1992

RCT Science

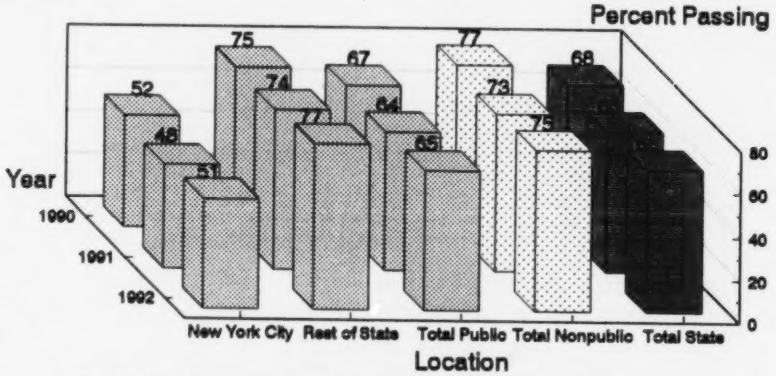


RCT U.S. History & Government



Note: The RCT in U.S. History and Government was first administered in 1989.

RCT Global Studies



The RCT in Global Studies was first administered in 1990.

Students for whom English is a second language, and who, after the eighth grade, first enter schools where the predominant language is English, are offered alternatives for meeting some competency requirements. To meet the writing requirement, these students may pass a writing test in their native language and a test of English as a second language to document their progress in acquiring English. The native-language writing test was offered in 29 different languages during 1992. Statewide, 79 percent of those tested passed. The number of students tested and percentage passing are presented in Table 5.5.

Alternative-language editions of the RCTs in mathematics, science, global studies, and U.S. history and government were also provided (Table 5.6). The number of students taking alternative-language RCT tests increased from 1991 to 1992. Further, the vast majority of students taking these tests attended New York City schools. A smaller percentage of students passed these tests than passed the English-language-edition RCTs in these subjects. In 1992, 46 percent of students taking alternative-language editions of the RCT in mathematics passed, compared with 69 percent of students taking the English edition. Comparable figures for science were 43 percent and 76 percent; for global studies, 51 percent and 66 percent; and for U.S. history and government, 57 percent and 74 percent.

The competency testing requirements prevented few pupils from receiving a high school diploma during the 1991-92 school year. Of the candidates for graduation, 98.0 percent met the competency testing requirements. Only 0.9 percent of the candidates failed to graduate solely because of the competency testing requirements; another 1.1 percent failed to meet both the competency testing requirements and the local course requirements; and 3.7 percent passed the competency requirements but failed to meet local course requirements. In all, fewer than 1,500 of the 163,405 diploma candidates in 1991-92 failed to attain minimum standards in the basic skills. The New Compact will raise the standard that students are required to meet for graduation, while simultaneously providing greater support for reaching the new standards.

Regents Examinations

For more than a century, Regents examinations have been an important component of high school education in New York State. Examinations are provided in approximately 20 subjects, and more than a million examinations are administered annually. About 60 percent of pupils in grades 9 through 12 take at least one Regents examination in a typical school year.

Regents examinations serve several purposes: to establish and maintain standards by defining important outcomes of instruction in the most commonly studied high school subjects; to motivate student achievement; and to provide teachers with valid and reliable final examinations. Each examination is based on a State syllabus. Caution must be exercised in assessing year-to-year changes in examination results, because their content changes periodically as new course syllabi are developed and approved. The difficulty of examinations is maintained at a generally constant level by pretesting the objective questions.

Although the Commissioner's Regulations require that all public school students have the opportunity to participate in Regents examinations and earn a Regents diploma, only 96 percent of public schools with students in grade 9 or higher offered Regents examinations in 1991-92 (Table 5.7). The lowest levels of participation occurred in New York City (83 percent) and the Large City Districts (86 percent), while participation in the Other City Districts was somewhat higher (94 percent). In the Suburban and Rural Districts, 100 percent of schools gave Regents examinations. The percentages have changed very little in the last three academic years. Nonpublic schools are not required to participate in the Regents examination program. Nevertheless, more than one-half of the New York City nonpublic schools participated, as did two in five nonpublic schools located outside New York City.

Student success on the Regents examinations is an important indicator of secondary school quality. The New Compact encourages all students to strive for excellence and all schools to enable students to achieve excellence. Accordingly, the ideal is that as many students as possible will participate and succeed in Regent-level courses and examinations.

Schools vary both in the percentage of their student enrollment who participate in Regents examinations and in the percentage of tested students who pass. Discussions of Regents examinations in this report will focus on a measure that considers both of these factors: percentage of average enrollment passing.[1] The average enrollment is an estimate of the number of students at one grade level. It is assumed that this measure approximates the number of students within a school who are theoretically eligible to participate in a given Regents-level course and Regents examination. Students choose not to participate for a number of reasons including lack of prerequisite skills and preference for other courses. Those students who do not pass Regents examinations generally take RCTs to demonstrate competency.

Table 5.8 presents percentages of average statewide enrollment passing each Regents examination during the past five years. These percentages were greatest on examinations that are required to document competency for a local and/or a Regents-endorsed diploma. In 1992, from 41 to 49 percent of the average statewide enrollment passed the English, a foreign language, sequential mathematics I, biology, global studies, and U.S. history and government examinations. Fewer students passed the advanced mathematics and science examinations than the other Regents examinations.

Statewide, during the past five years, performance changed by four percentage points or more on four examinations. In 1992, a larger percentage of average enrollment passed the sequential mathematics I and the earth science exams than in 1988, and the global studies exam than in 1989. The improvement was 5.8 percentage points on sequential mathematics I; 5.2 points on earth science; and 4.4 points on global studies. A smaller percentage of average enrollment passed the comprehensive English examination: 43.3 percent in 1992 compared with 47.8 percent in 1988.

Comparing performance in 1988 and 1992, in New York City public schools, the percentage of average enrollment passing has declined by four percentage points or more on 3 of the 11 examinations. Tests on which percentages declined included comprehensive English (5.5 percentage points to 18.4 percent), sequential mathematics II (4.2 points to 20.5 percent), and U.S. history and government (6.6 points to 14.9). On the global studies examination, performance improved: 23.6 percent of average enrollment passed in 1989; 26.3 percent passed in 1992. On the remaining seven examinations, the percentage passing changed very little over this period.

In public schools outside New York City, the percentages of average enrollment passing 7 of the 11 examinations have increased since 1988. The most substantial increases were the percentages of average enrollment passing sequential mathematics I (59.4 percent compared with 50.1 percent) and the earth science examination (51.4 percent compared with 42.1 percent). Smaller increases occurred on foreign language examinations (4.6 percentage points), sequential mathematics III (2.0 points), biology (4.2 points), global studies (5.2 points since 1989) and U.S. history and government (2.9 points) examinations. The only substantial decrease occurred on the comprehensive English examination, which 54.9 percent of average enrollment passed in 1992 compared with 57.2 percent in 1988. Performance on the remaining three examinations changed very little.

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[1] The district average enrollment (per grade) was calculated by dividing the district grade 9-12 enrollment by four. The percentage of average enrollment passing in the district was then calculated by dividing the total number of tested students passing (including eighth-graders) by the district average enrollment. Eighth-graders were included so that districts with accelerated students would not be penalized.

In nonpublic schools, percentages of average enrollment passing increased on six tests between 1988 and 1992. The most substantial improvements occurred on global studies (7.5 percentage points since 1989) and sequential mathematics I (6.6 points). Performance increased from two to three percentage points on the sequential mathematics III, biology, earth science, and U.S. history and government examinations. Like public school students, a smaller percentage (50.5 compared with 58.4 percent) of average enrollment in nonpublic schools passed the comprehensive English examination in 1992 than in 1988. On the remaining four examinations, performance changed only slightly.

Because of the Regents concern with increasing the percentage of students who achieve excellence, a quality point (QP)—85 percent correct—has been designated to identify those students who have mastered the material tested on Regents examinations. Statewide, the percentage of average enrollment above the QP ranged from 6.2 percent on the physics examination to 24.3 percent on the sequential mathematics I examination and the composite foreign language examinations.

Figures 5.4A through 5.4H present additional statistics on eight selected Regents examinations for June 1992. On these figures, the percentage of average enrollment passing is divided into two components, the percentage passing who scored above and below the QP. For each examination, the percentage of average enrollment tested and passing with scores above the QP, the percentage of average enrollment tested and passing with scores below the QP, the percentage of average enrollment tested and failing, and the percentage of average enrollment not tested are presented in stacked bar charts. The first three bar segments together indicate the percentage of average enrollment participating in the Regents examination.[2] Statewide data are shown as well as data by sector and location.

The pattern of performance among public school categories on the Regents examinations was very similar to the pattern of performance on PEP and RCTs. Among public schools, the Suburban Districts had the highest percentages of average enrollment participating in and passing on all examinations. The Suburban Districts also distinguished themselves by having the largest percentages of average enrollment scoring above the QP. On most examinations, New York City had the smallest percentages of average enrollment participating in, and passing, the examinations.

Compared with New York City, the Large City Districts had larger percentages of their average enrollment participating in and passing most Regents examinations. Of those students tested, however, smaller percentages of Large City than New York City students passed all selected examinations, except comprehensive English. For example, on the sequential mathematics I examination, 45.1 percent of the average enrollment in New York City schools were tested and 58.6 percent of tested students passed. In the Large City Districts, 69.3 percent of the average enrollment was tested, but only 43.4 percent of tested students passed. New York City also surpassed the Large Cities Districts, but no other school category, in the percentage of average enrollment above the QP on five examinations: composite foreign languages, sequential mathematics I and III, biology, and physics.

There were substantial differences in performance between public and nonpublic schools on several examinations. Larger percentages of average enrollment in nonpublic than public schools passed each of the selected Regents examinations, except physics. On most selected mathematics and science examinations, this nonpublic school advantage occurred because the nonpublic schools had larger percentages of students tested, rather than because they had higher percentages of tested students pass. The public schools had a higher percentage of those tested passing on the sequential mathematics III, the biology, and the physics examinations (Figures 5.4D through 5.4F). Nonpublic schools had a higher percentage of students above the QP on every examination, except physics.

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[2] The percentage of tested students passing can be estimated by comparing the ratio of the first two bar segments (percentage of average enrollment passing) to the combined first, second, and third segments (percentage of average enrollment participating).

The comprehensive English examination illustrates the variations among school categories in performance (Figure 5.4A). Compared with New York City, where 18.4 percent of average enrollment passed, the percentages of average enrollment passing were about three times as great in the Other City (51.9 percent), Suburban (57.9 percent), and Rural (53.0 percent) Districts. In the Large City Districts, about 33 percent of average enrollment passed. The percentage of average enrollment passing in nonpublic schools (50.5 percent) was comparable to that in districts other than the Big 5.

Compared with most other Regents examinations, relatively small percentages of average enrollment scored above the QP (11.1 percent) on the comprehensive English examination. The percentage above the QP (15.5) in nonpublic schools was half again that in public schools (10.5 percent). Nonpublic schools in the rest of the State had the largest percentages (21.2) of students meeting this standard, followed by Suburban (15.8 percent), Rural (14.8 percent), and Other City Districts (13.2) percent. New York City had 2.3 percent—and the Large City Districts, 7.6 percent—of average enrollment above the QP.

Similar patterns of performance were seen on the sequential mathematics I and biology examinations. On the mathematics examination (Figure 5.4C), 26.4 percent of the average enrollment in New York City public schools passed, compared with 63.4 percent in the Suburban Districts and 60.6 percent in the Rural Districts. In the Large City Districts, 30.1 percent of average enrollment passed, but another 39.2 percent were tested and failed. About 59 percent of average enrollment in nonpublic schools passed. On the biology examination (Figure 5.4E), the statistics for New York City public schools, the Suburban Districts, and the nonpublic schools were 19.3, 55.7, and 52.9 percent, respectively.

Comparatively large percentages (24.3 percent statewide) of average enrollment scored above the QP on the sequential mathematic I examination. Among school categories, the percentages ranged from 35.5 percent in nonpublic school outside New York City and 34.3 percent in Suburban District to 10.7 percent in New York City public schools and 9.2 percent in the Large City Districts. On the biology examination, a smaller percentage of State students (14.0 percent) scored above the QP. Among categories, the percentages ranged from 20.7 in the Suburban Districts to 3.2 in the Large City Districts.

Regents diploma candidates—with few exceptions—must take a three-course sequence in a foreign language and pass a comprehensive Regents examination in that language. Figure 5.4B illustrates participation and performance on all Regents comprehensive examinations in foreign languages including French, German, Hebrew, Italian, Latin, and Spanish. In public schools statewide, 43.8 percent of average enrollment passed one of these examinations. By comparison, 63.5 percent of average enrollment in nonpublic schools passed a foreign language examination. More than half of students passing a foreign language examination scored above the QP. Statewide, 24.3 percent of average enrollment scored at least 85 percent on a foreign language examination.

Figure 5.4A
Participation Rates and Performance on the
Regents Comprehensive Examination in English
New York State
June 1992

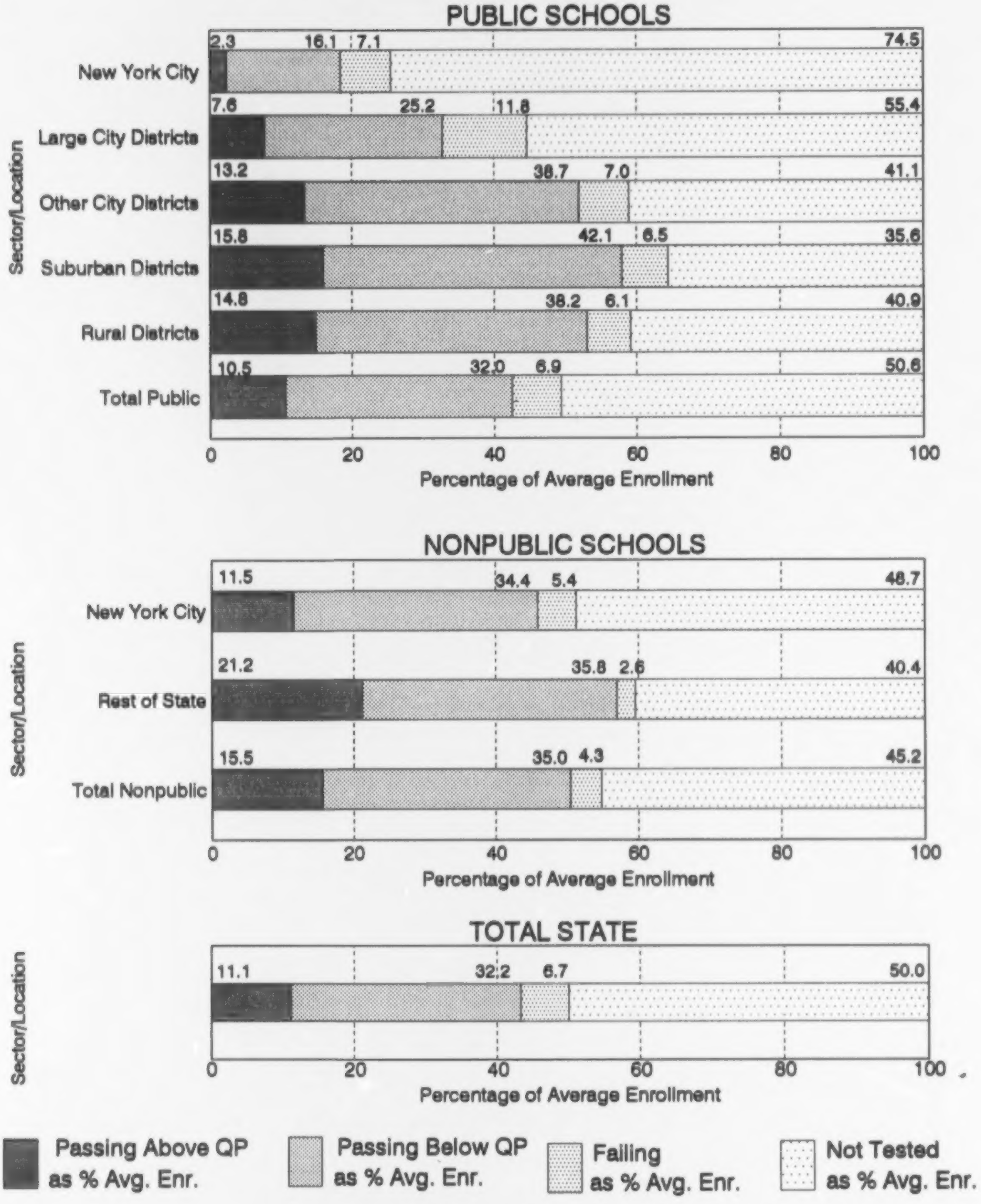

Figure 5.4B
Participation Rates and Performance on the Regents Comprehensive Examinations in Foreign Languages
New York State
June 1992

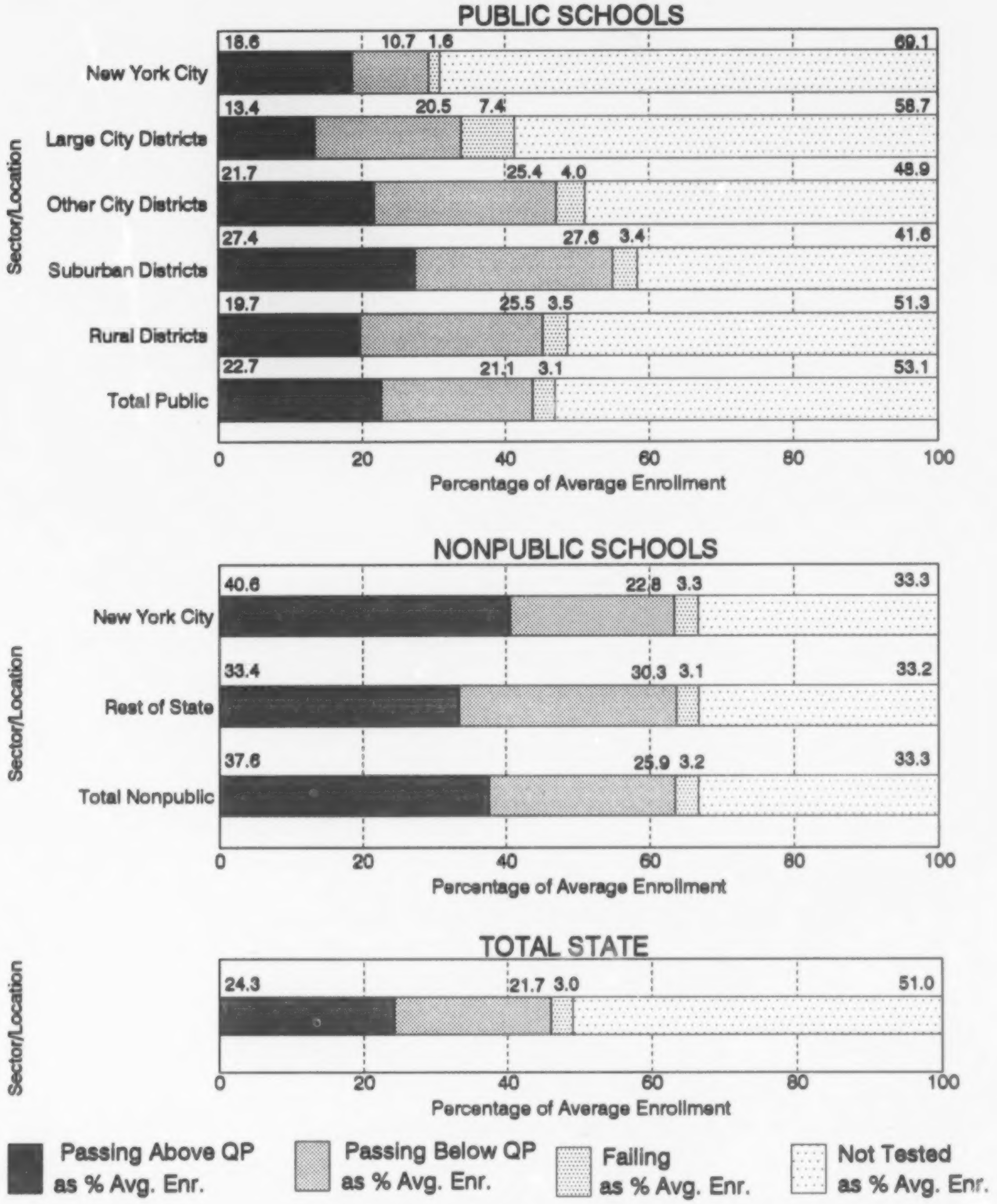

Figure 5.4C
Participation Rates and Performance on the Regents Examination in Sequential Mathematics I
New York State
June 1992

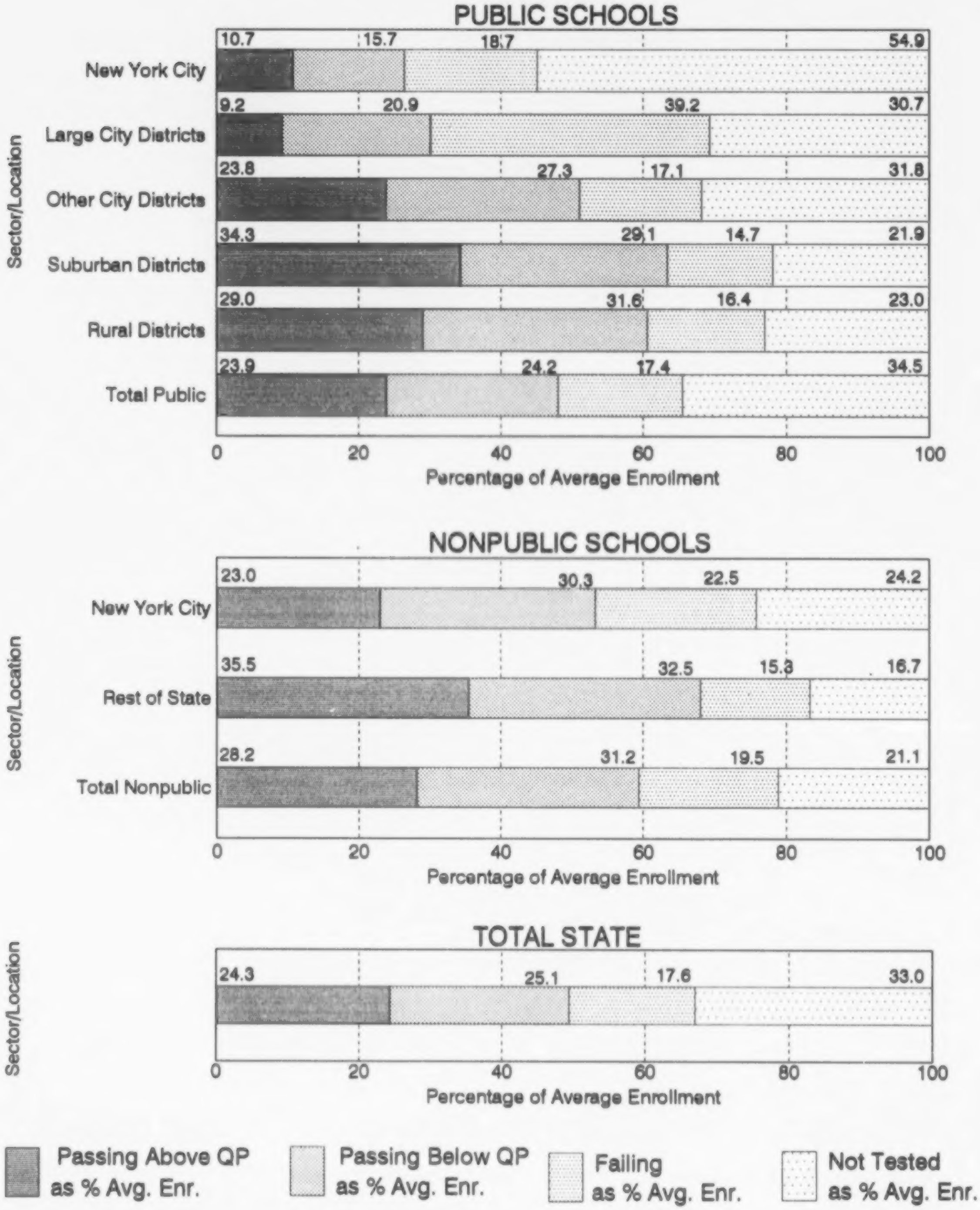

Figure 5.4D
Participation Rates and Performance on the Regents Examination in Sequential Mathematics III
New York State
June 1992

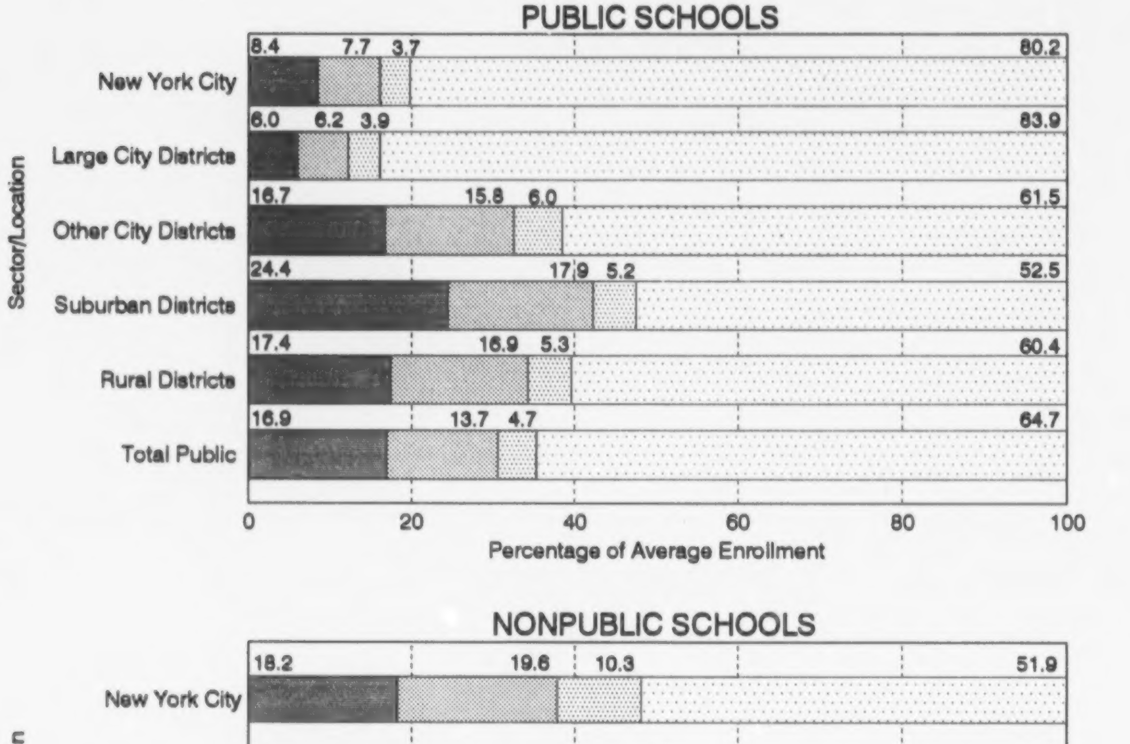

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Figure 5.4E
Participation Rates and Performance on the
Regents Examination in Biology
New York State
June 1992

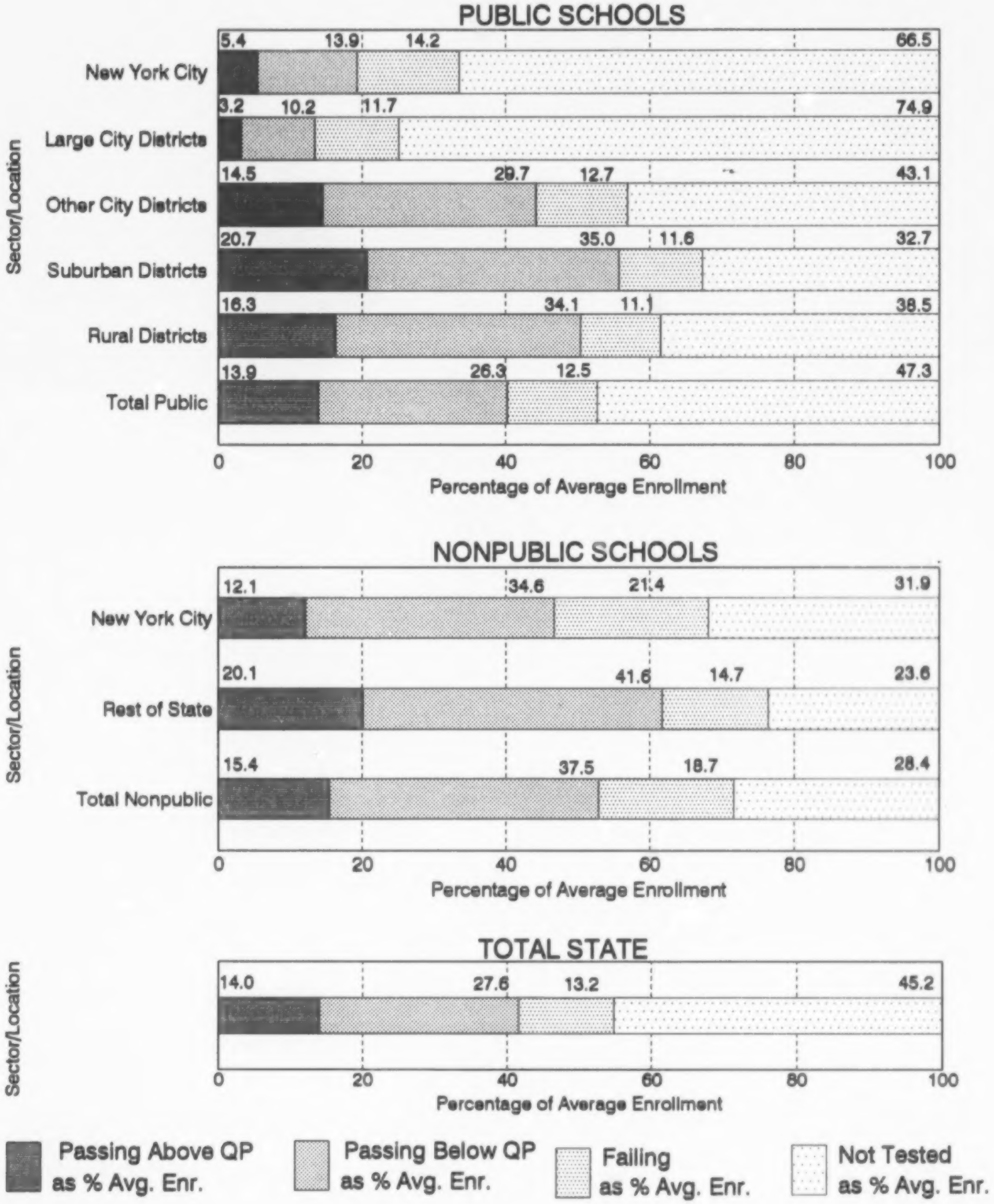


Figure 5.4F
Participation Rates and Performance on the
Regents Examination in Physics
New York State
June 1992

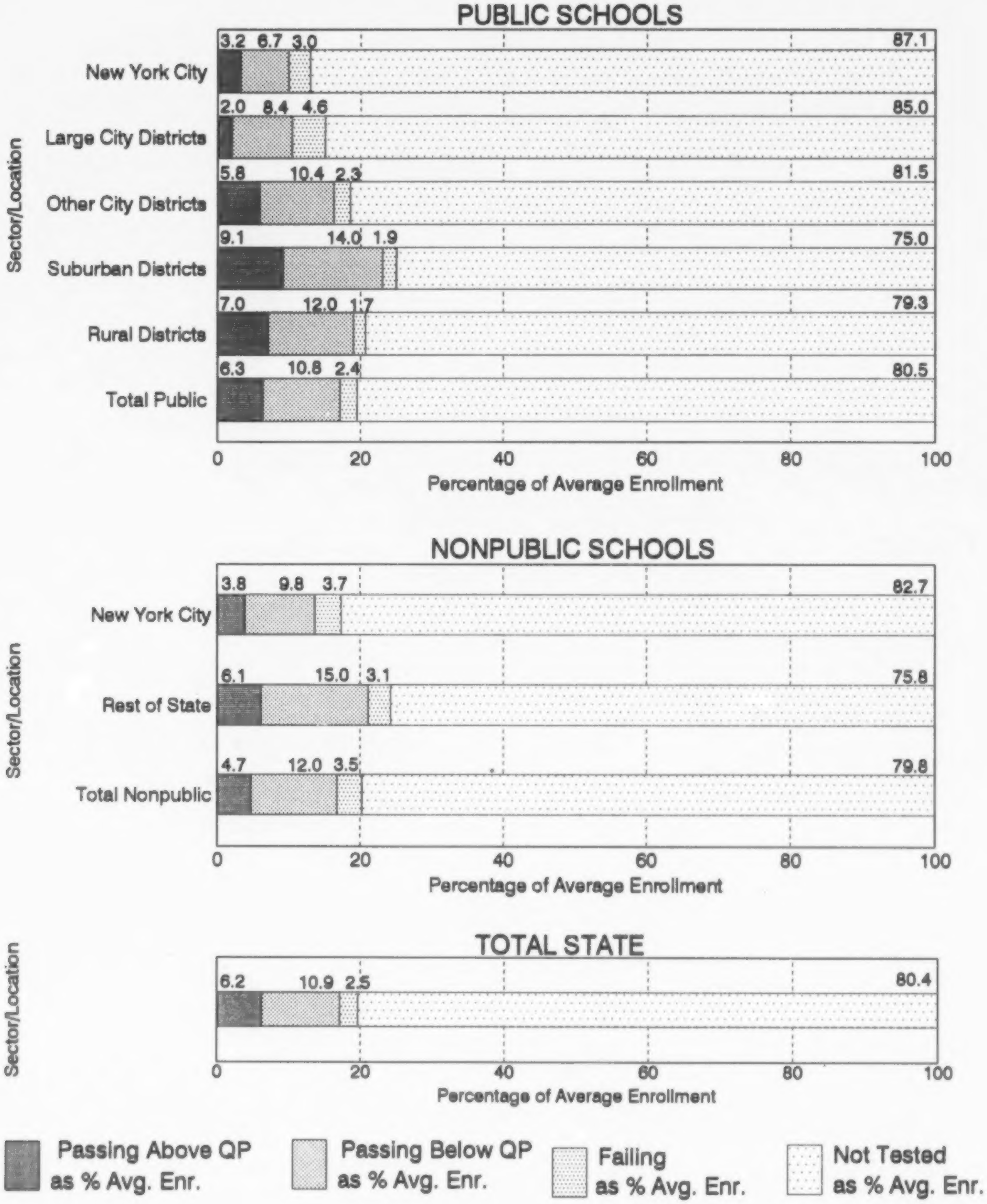


Figure 5.4G
Participation Rates and Performance on the Regents Examination in Global Studies New York State June 1992

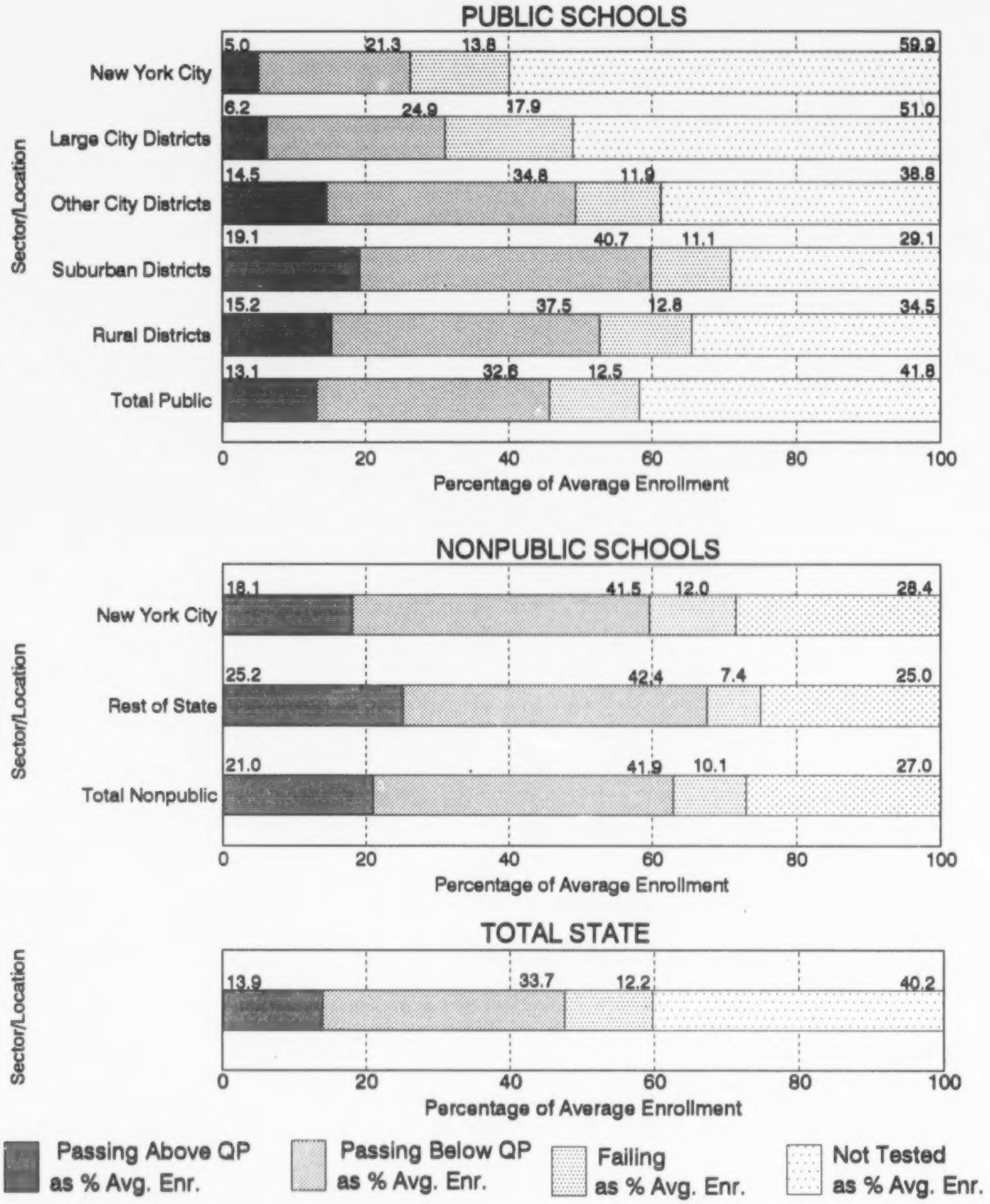
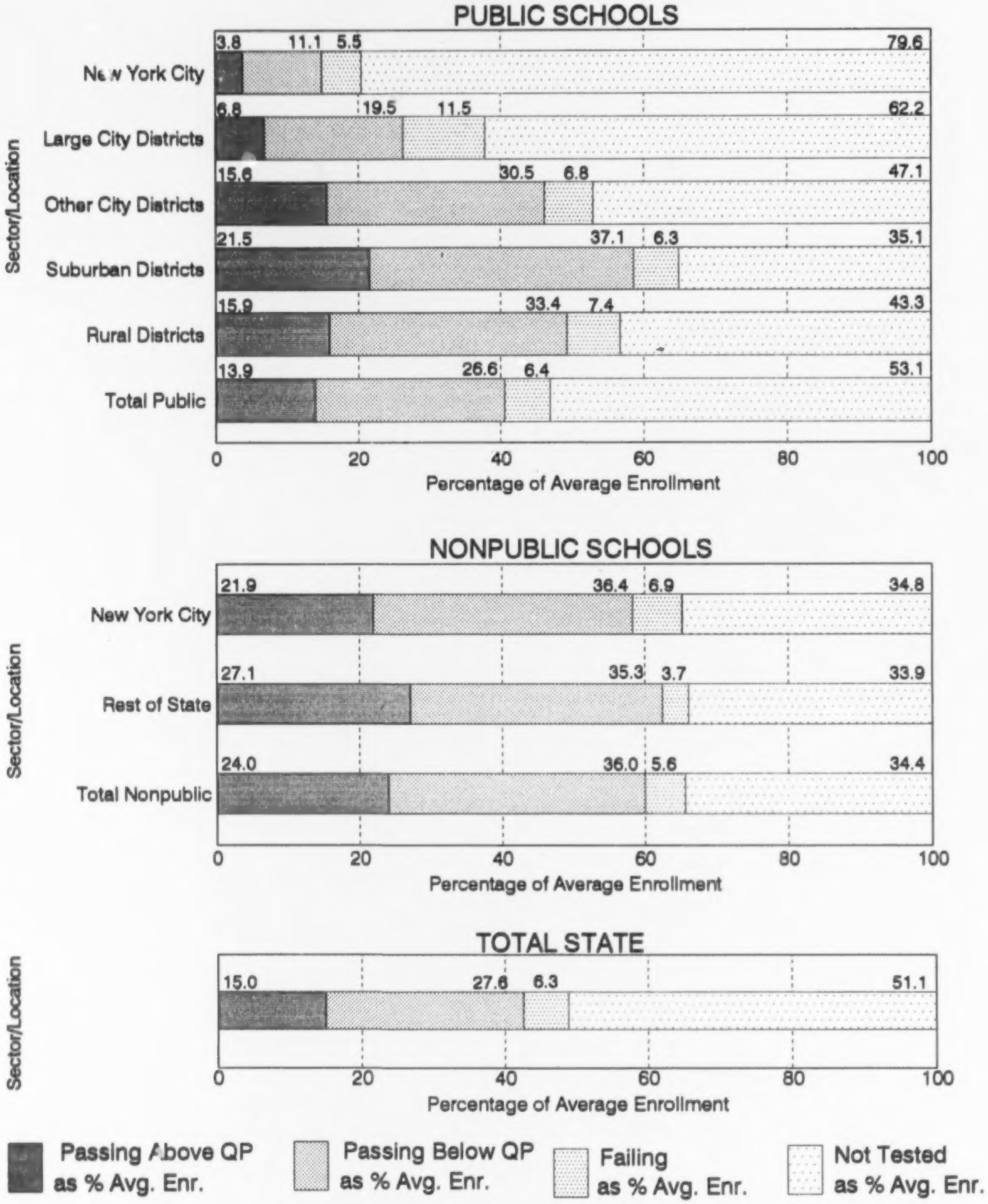


Figure 5.4H
Participation Rates and Performance on the Regents Examination in U.S. History and Government
New York State
June 1992



As with PEP tests, school-category statistics disguise the large differences in performance among schools within categories. Figures 5.5A and 5.5B illustrate variations among schools in the percentage of average enrollment passing the Regents comprehensive English and biology examinations. The distribution of percentages among New York City high schools was different from that in the other school categories: 50 percent of City schools were concentrated at the very bottom of the scale. For example, on the comprehensive English examination the percentage passing in the median New York City school was 12 percent; in one-half of New York City schools, 12 percent or less of average enrollment passed. In contrast, in the schools at the *10th percentile* in the Other City, Suburban, and Rural Districts 34 percent or more of average enrollment passed.

In all school categories, some high schools had substantial percentages of average enrollment passing. The school at the 90th percentile in New York City had 47 percent passing and in the Suburban Districts, 79 percent passed. The pattern on the biology examination was similar. Examining schools at the 10th percentile, in New York City, 3 percent of average enrollment passed compared with 33 percent in Rural Districts. At the 90th percentile, the percentages were 40 percent in New York City and 73 percent in the Suburban Districts.

Students for whom English is a second language are provided the opportunity to take Regents mathematics examinations in their native language. Table 5.9 presents the number of students tested and the percentage passing for the Spanish-language edition of the Regents examination in sequential mathematics, course I. The percentage of tested students passing this test (54 percent) was considerably smaller than the percentage of tested students passing the English-language edition (73.7 percent).

Occupational Education Proficiency Examinations

The fourth strategic objective of the New Compact stipulates that all high school graduates will be prepared for college, work, or both. Moreover, in April 1989, the Board of Regents adopted a policy requiring that all recipients of a Regents-endorsed local diploma or other local diploma be prepared for immediate employment and/or postsecondary education. Proficiency examinations measure students' competencies in content covered in occupational education courses. They are required, where available, for students who wish to use occupational education sequences to satisfy diploma requirements. The introduction to occupations examination is the initial examination in this series and is taken by all students enrolled in occupational education sequences.

Statewide data on this examination were collected for the first time in 1988-89. Only a small percentage of State public secondary students have taken this examination annually. In 1991-92, 64,985 students were tested and 87 percent passed. Of those tested, 38 percent were from Suburban Districts, 28 percent were from New York City public schools, and 4 percent were from nonpublic schools. Among school categories the passing rate varied from 76 percent in New York City to 94 percent in Suburban and Rural Districts (Table 5.10).

Figure 5.5A
Distribution of Schools According to the Percent of Average Enrollment
Passing the Regents Comprehensive Examination in English
New York State
June 1992

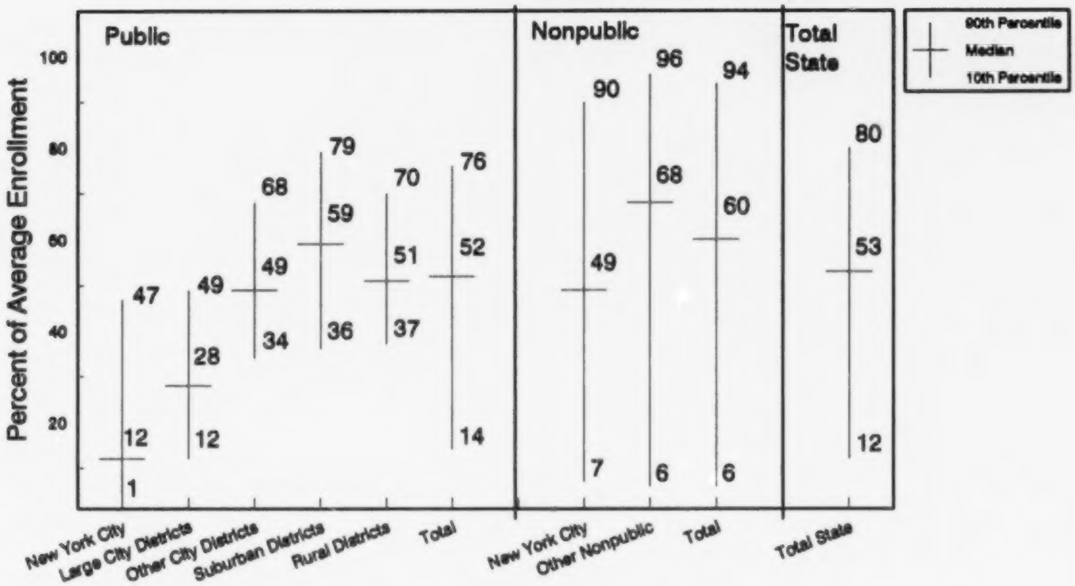
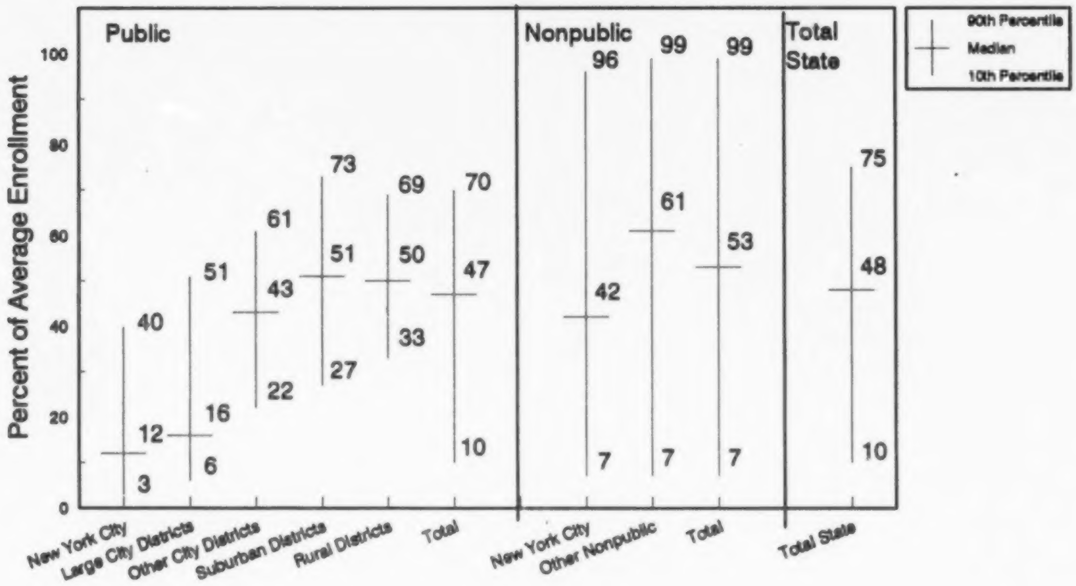


Figure 5.5B
Distribution of Schools According to the Percent of Average Enrollment
Passing the Regents Examination in Biology
New York State
June 1992



STUDENTS WITH DISABILITIES

Statistics reported above for the New York State testing program do not include data for pupils with disabilities, although they have been afforded greater access to regular education programs leading to a high school diploma and, consequently, have been participating in the testing program with greater frequency. This section reviews their performance on the Pupil Evaluation Program (PEP) and Regents competency tests (RCTs).

The numbers of students with disabilities participating in the PEP program and their success with these tests have increased over the last several years (Table 5.11). Comparing 1991-92 with 1987-88, the number of students taking each test has increased by 19 to 25 percent. Despite the larger number taking the test in 1991-92, higher percentages of tested students scored above the SRP on every test except grade 3 reading. The greatest success in 1991-92 was achieved on the grade 5 writing test; 59.6 percent of students scored above the SRP. In each year, the percentage scoring above the SRP on the grade 3 reading test remained about 30 percent. Performance has improved the most on the grade 6 mathematics test: 31.9 percent scored above the SRP in 1987-88 and 52.0 percent in 1991-92.

Similarly, many students with disabilities have demonstrated competency for high school diplomas by passing the RCTs. These results are documented in Table 5.12. In 1992, more than 60 percent of these students taking the RCTs in reading, writing, and U.S. history and government passed. As with nondisabled students, students with disabilities were least successful on the mathematics RCT; 46.0 percent passed.

RACIAL/ETHNIC DIFFERENCES IN PERFORMANCE

This section examines differences among racial/ethnic groups in performance on State-administered tests. Since racial/ethnic data are not collected on test forms, individual performance cannot be analyzed with regard to racial/ethnic origin. Consequently, surrogate measures were used to examine this relationship; that is, school statistics were analyzed according to the minority composition of the school. Five categories, based on minority enrollment, were constructed: 0 to 20 percent (lowest minority category), 21 to 40 percent, 41 to 60 percent, 61 to 80 percent, and 81 to 100 percent (highest minority category). Table 1.4 in Chapter I provides information about the number of schools and the percentage of minority students in each minority-composition category.

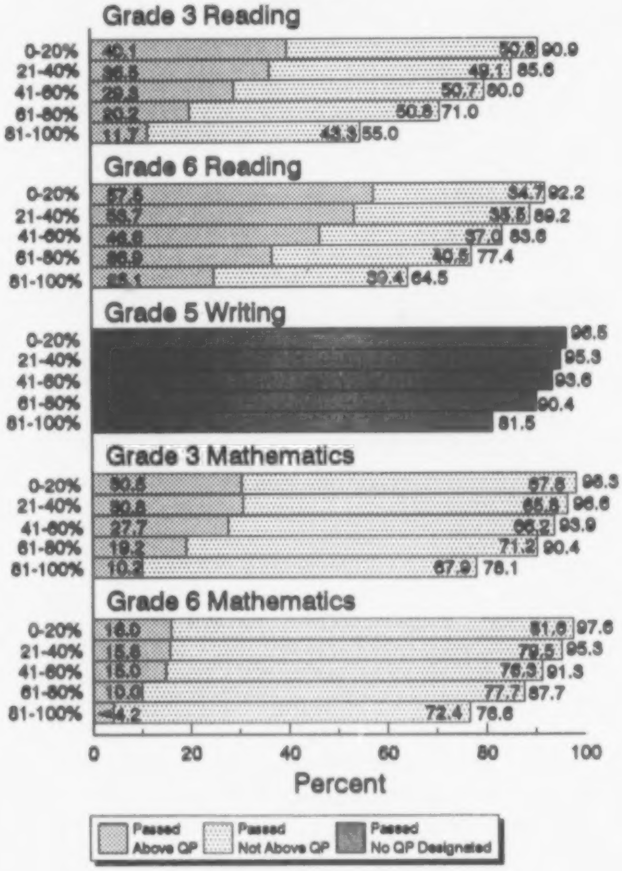
Pupil Evaluation Program Tests

As the percentage of minority students in a school increased, the percentage of students scoring above the SRP on all PEP tests decreased (Figure 5.6). Performance on the reading tests varied more according to school minority composition than did performance on the mathematics and writing tests. Statewide, the contrasting percentages of students above the SRP for the lowest and highest minority categories were as follows: grade 3 reading, 90.9 and 55.0 percent; grade 6 reading, 92.2 and 64.5 percent; grade 5 writing, 96.5 and 81.5 percent; grade 3 mathematics, 98.3 and 78.1 percent; and grade 6 mathematics, 97.6 and 76.6 percent.

Substantially fewer children in schools with many minority students than schools with few minority students scored above the QP. For example, on the third-grade reading test, the lowest-minority schools had 90.9 percent above the SRP and 40.1 percent above the QP. The highest-minority schools had 55.0 percent above the SRP, but only 11.7 percent above the QP. The ratio of the percentage of students above the QP in low-minority compared to high-minority schools was four to one on grade 3 reading, two to one on grade 6 reading, three to one on grade 3 mathematics, and four to one on grade 6 mathematics.

Tables 5.13A and 5.13B show the percentages of students scoring above the SRP on the grade 3 reading and mathematics tests for schools within each minority-composition category in each school category. The statewide pattern held true in every school category except Rural Districts, where there were very few high-minority schools. The most interesting aspect of these tables is that within the three lowest minority-composition categories, variations in performance among public school categories were quite small compared to the differences among school categories when minority composition is not considered. On the grade 3 reading test, in the schools with 20 percent or fewer minority students the difference between the best and worst performing categories was only four percentage points. In schools in the highest minority category, the difference was 44 percentage points.

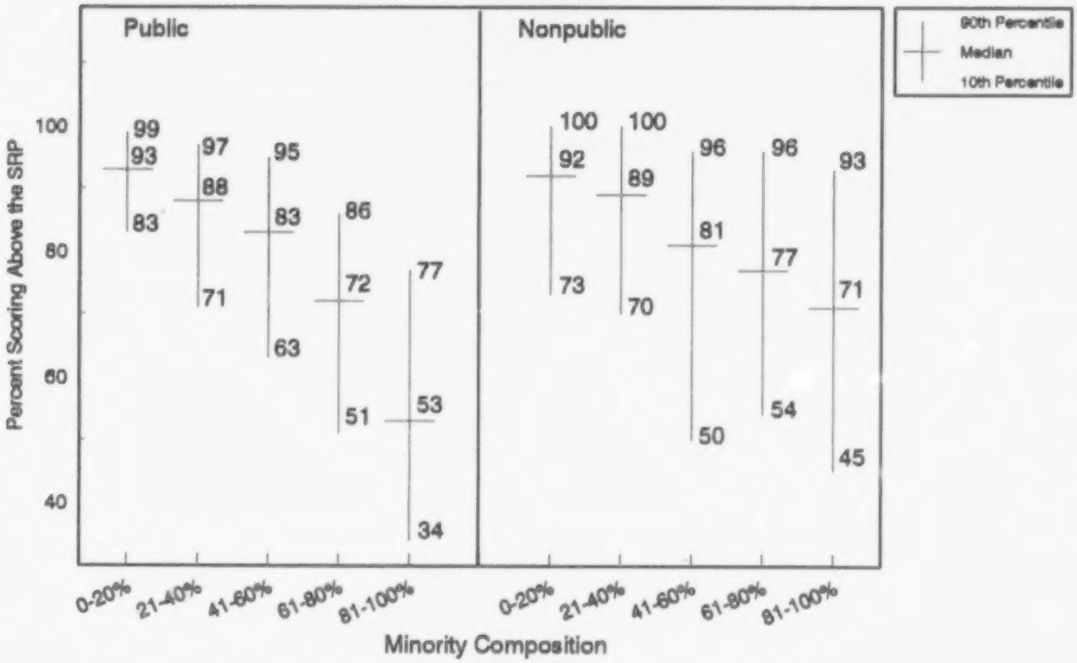
Figure 5.6
Performance of Public and Nonpublic School Students on the Pupil Evaluation Program Tests by Minority Composition of School
May 1992



The same pattern was found on the grade 3 mathematics test. The difference between the best and worst performing public school category in the lowest minority category was 1.4 percentage points, while in the highest minority category, it was 24.2 percentage points. Most New York City schools fell in this highest minority category. In other words, considering only schools with the smallest percentages of minority pupils (and presumably the smallest percentages of poor children), large urban district schools performed almost as well as smaller city, suburban, and rural schools.

In every school category except the Rural Districts, where there were very few high-minority schools, the percentage of students scored above the QP on grade 3 reading was two to three times as large in low- as in high-minority schools. For example, in New York City low-minority schools, 37.1 percent scored above the QP; in the City's high-minority schools, 11.4 percent scored above the QP. On the grade 3 mathematics test, the ratios were also two or three to one in New York City public and nonpublic schools and in the Large City and Other City Districts. In Other Nonpublic schools, the ratio was four to one. Pupils in high-minority schools in the Suburban Districts, however, were more successful: 19.3 percent scored above the QP compared with 34.7 percent in low-minority schools.

Figure 5.7
Distribution of Schools According to the Percent of Students
Scoring Above the State Reference Point
By Minority Composition of School
Grade 3 Pupil Evaluation Program Test in Reading
May 1992



Substantial variations in PEP performance occurred among schools within the same minority-composition category. These variations were greater in the highest than the lowest minority category. For example, Figure 5.7 shows that in the lowest minority category, there was a 16-percentage-point difference between the public schools at the 10th (83 percent scored above the SRP) and at the 90th percentile (99 percent scored above the SRP) on the grade 3 reading test. In the highest minority category, the public schools at the 10th and 90th percentiles had 34 and 77 percent of students scoring above the SRP, respectively. In most minority composition categories, there was a greater difference between the schools at the 10th and 90th percentiles in nonpublic than public schools.

Regents Examinations

Because PEP tests are designed to identify students who need remediation and Regents examinations, to discriminate among students in college-preparatory courses, the differences in performance among minority composition categories on the Regents examinations were even more striking than those on PEP tests. In 1992, the percentages of average enrollment participating in and passing Regents examinations generally decreased as the percentages of minority students within a school increased. Performance and participation on eight selected Regents examinations by minority-composition category are shown in Figures 5.8A to 5.8H.

On most Regents examinations, the participation rate (indicated by the first three bar segments) among public school students in the category with 20 percent or fewer minority students was about three times the participation rate in the category with more than 80 percent minority enrollment. There were, however, a few exceptions to this pattern. On the global studies and sequential mathematics I examinations, the participation rate in the lowest minority category was about twice that in the highest minority category; on the sequential mathematics III and U.S. history and government examinations, the participation rate in the lowest minority category was four to five times as great as that in the highest.

In the nonpublic schools, minority composition generally had less effect on participation than it did in public schools. The participation rates on all examinations, except sequential mathematics III and physics, in the lowest minority category tended to be no more than twice that in the highest category. On sequential mathematics III and physics, participation was about three times as great in the lowest-minority schools. On all examinations, except physics, a larger percentage of students in the highest-minority nonpublic school participated than in comparable public schools.

Not only did schools in the highest minority category have smaller percentages of students participating, but tested students in these schools were less likely to pass. Therefore, the differences between the highest and lowest minority categories in the percentage of average enrollment passing were even greater than the differences in participation rates. In public schools the percentage of average enrollment passing in the lowest minority category was from three to seven times as great as in the highest minority category. The smallest disparity (a factor of 2.7) occurred on the comprehensive language examinations; the largest, on the U.S. history and government (6.7).

Performance on the comprehensive English examination illustrates the relationship between minority-composition category and participation and performance (Figure 5.8A). In public schools, in the lowest minority category, 58.1 percent of average enrollment took this examination and passed. As the percentage of minorities increased, this statistic decreased, until in the highest minority category only 14.2 percent of average enrollment passed. In nonpublic schools, the pattern was less consistent: however, a larger percentage of students (61.4) in the lowest minority category passed than in any other minority-composition category; the highest minority category had the smallest percentage (33.1) passing.

Comparing the percentages of average enrollment above the QP in low- and high-minority schools reveals even more dramatic differences. On all exams, except three, the percentage above the QP in the low-minority public schools was at least nine times greater than that in the high-minority public schools. The exceptions were composite foreign languages (two to one), and sequential mathematics I (five to one) and III (seven to one). The differences between low- and high-minority nonpublic schools were smaller on all examinations, with the exception of the sequential mathematics I and physics examinations.

Performance on Regents examinations varied considerably among schools within the same minority-composition category. The range of performance on the comprehensive English examination in school categories is shown in Figure 5.9A. Among high-minority high schools, the percentage of average enrollment passing ranged from 1 percent in the school at the 10th percentile to 33 percent in the school at the 90th percentile. Among low-minority schools, 38 percent of average enrollment passed at the 10th-percentile school and 78 percent, at the 90th-percentile school. Figure 5.9B shows ranges on the biology examination: the 10th and 90th percentiles for the lowest minority category were 35 and 72 percent; for the highest minority category, 2 and 21 percent. On both examinations, the school at the 10th percentile in the lowest minority category performed better than the school at the 90th percentile in the highest minority category.

Figure 5.8A
Participation Rates and Performance by Minority Composition
Regents Comprehensive Examination in English
New York State
June 1992

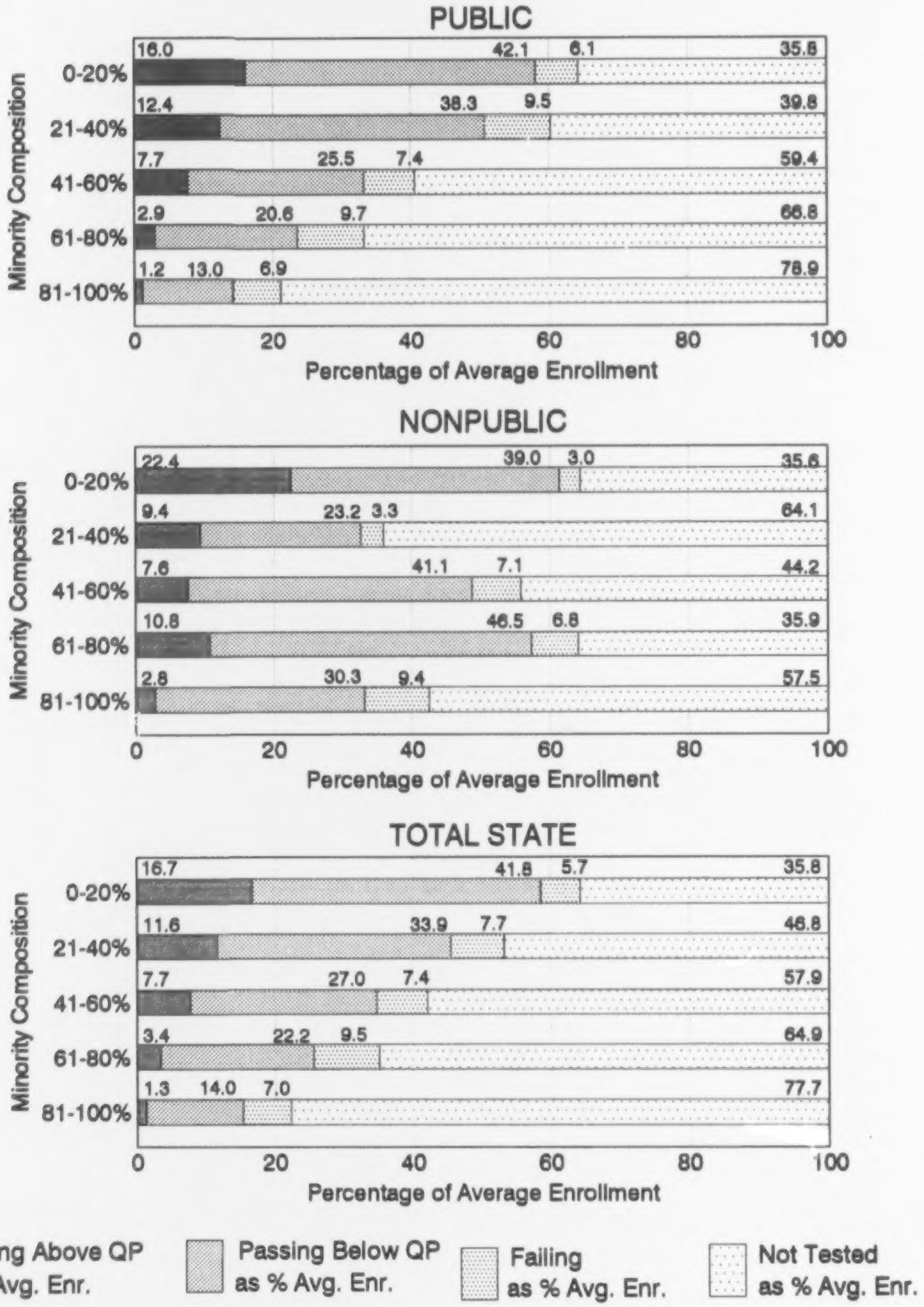
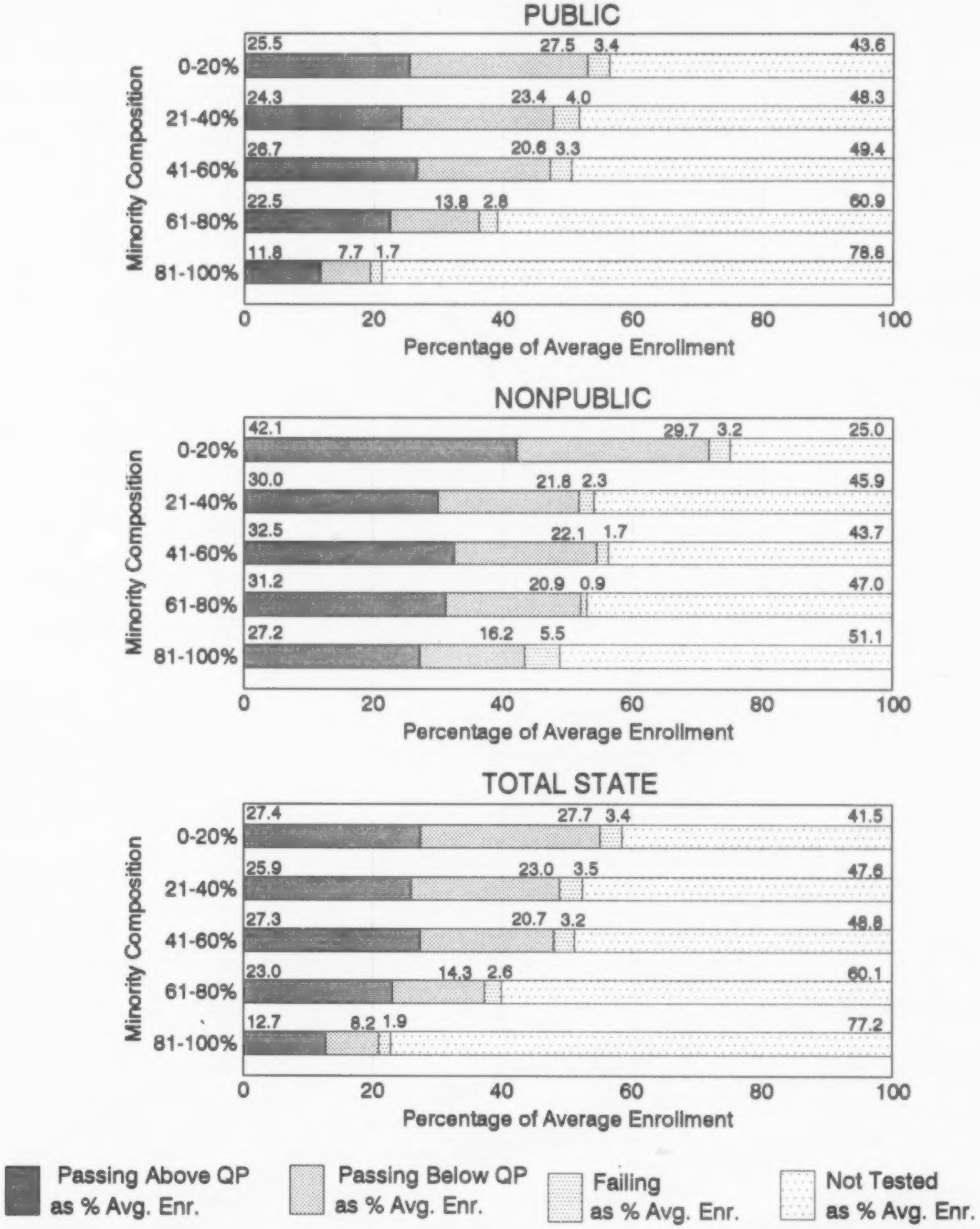


Figure 5.8B
Participation Rates and Performance by Minority Composition Regents Comprehensive Examinations in Foreign Languages
New York State
June 1992


PUBLIC

NONPUBLIC

TOTAL STATE

Figure 5.8C
Participation Rates and Performance by Minority Composition
Regents Examination in Sequential Mathematics I
New York State
June 1992

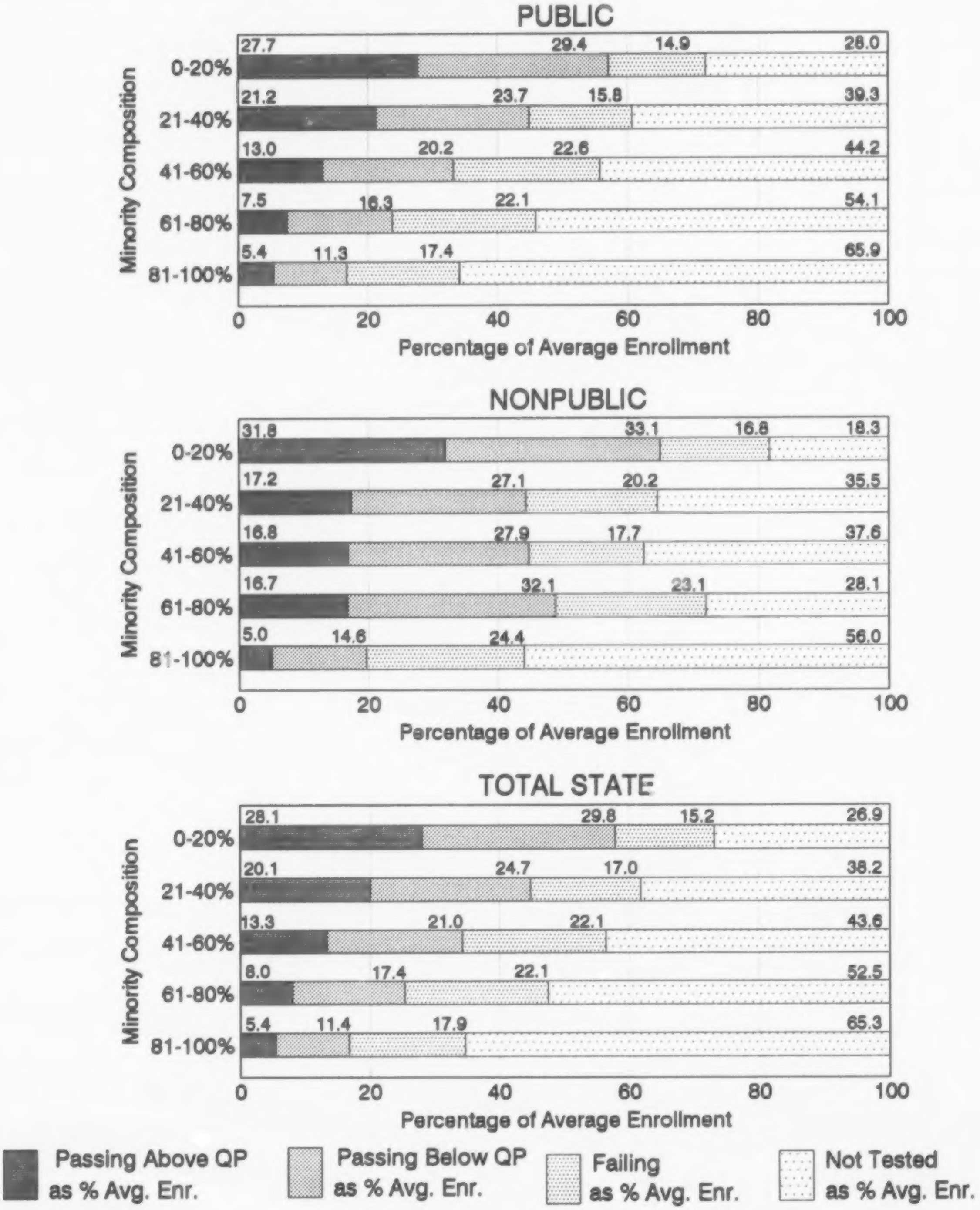


Figure 5.8D
Participation Rates and Performance by Minority Composition
Regents Examination in Sequential Mathematics III
New York State
June 1992

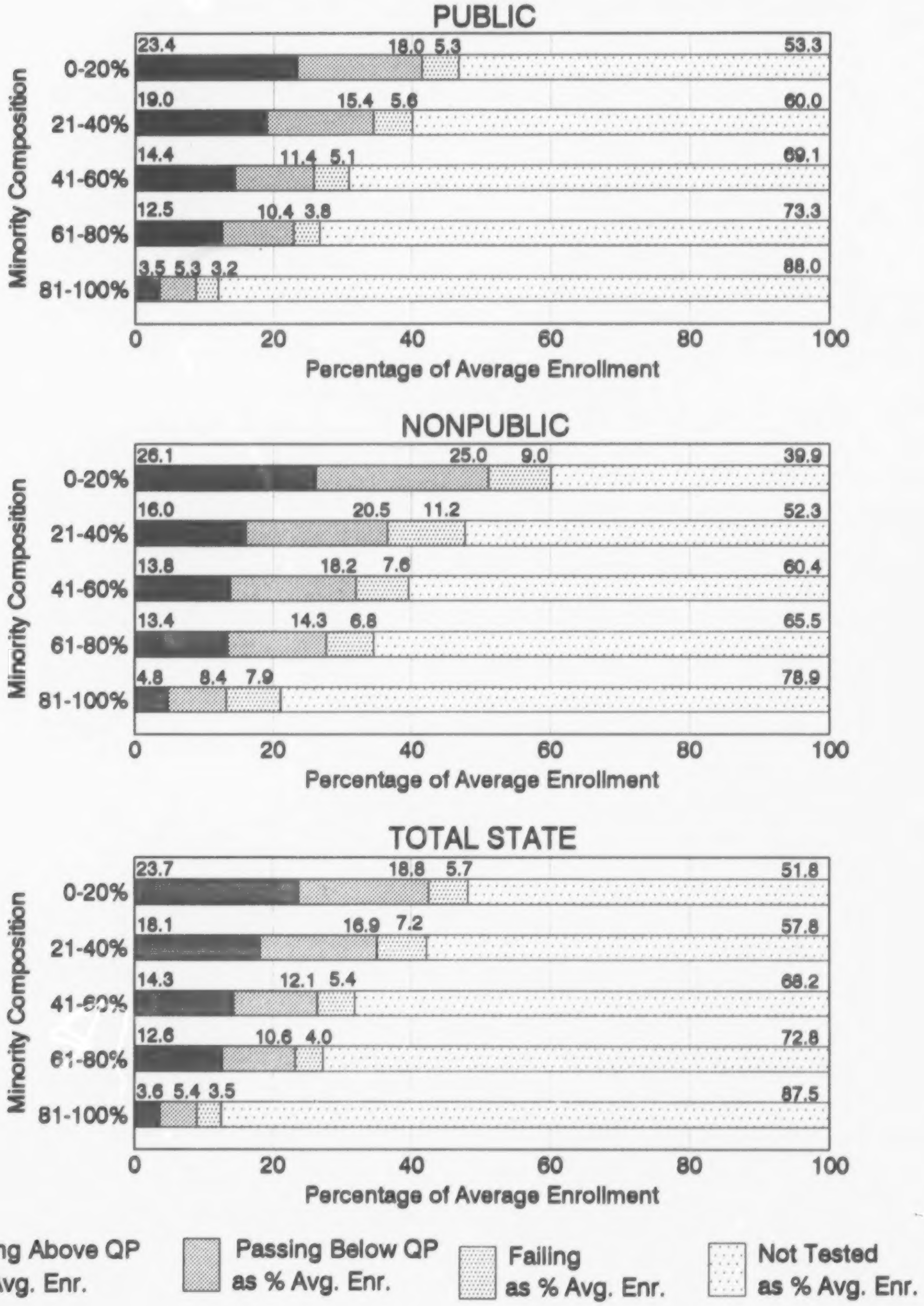


Figure 5.8E

Participation Rates and Performance by Minority Composition

Regents Examination in Biology

New York State

June 1992

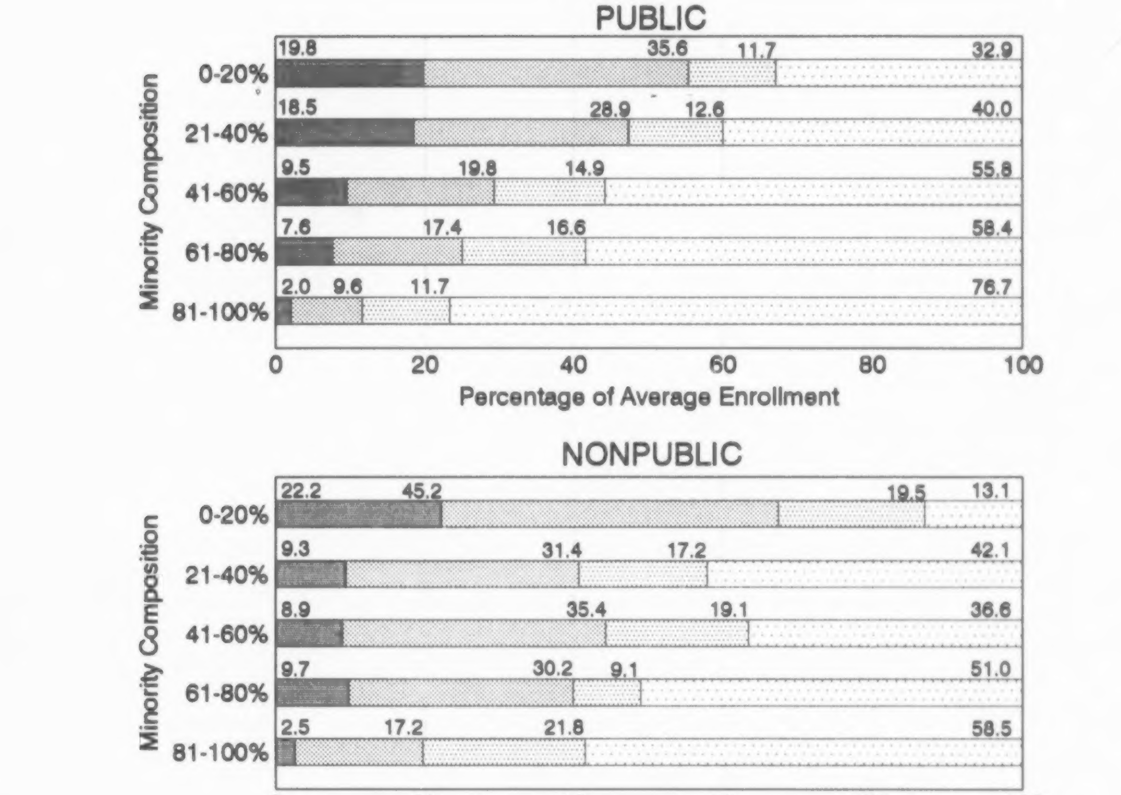
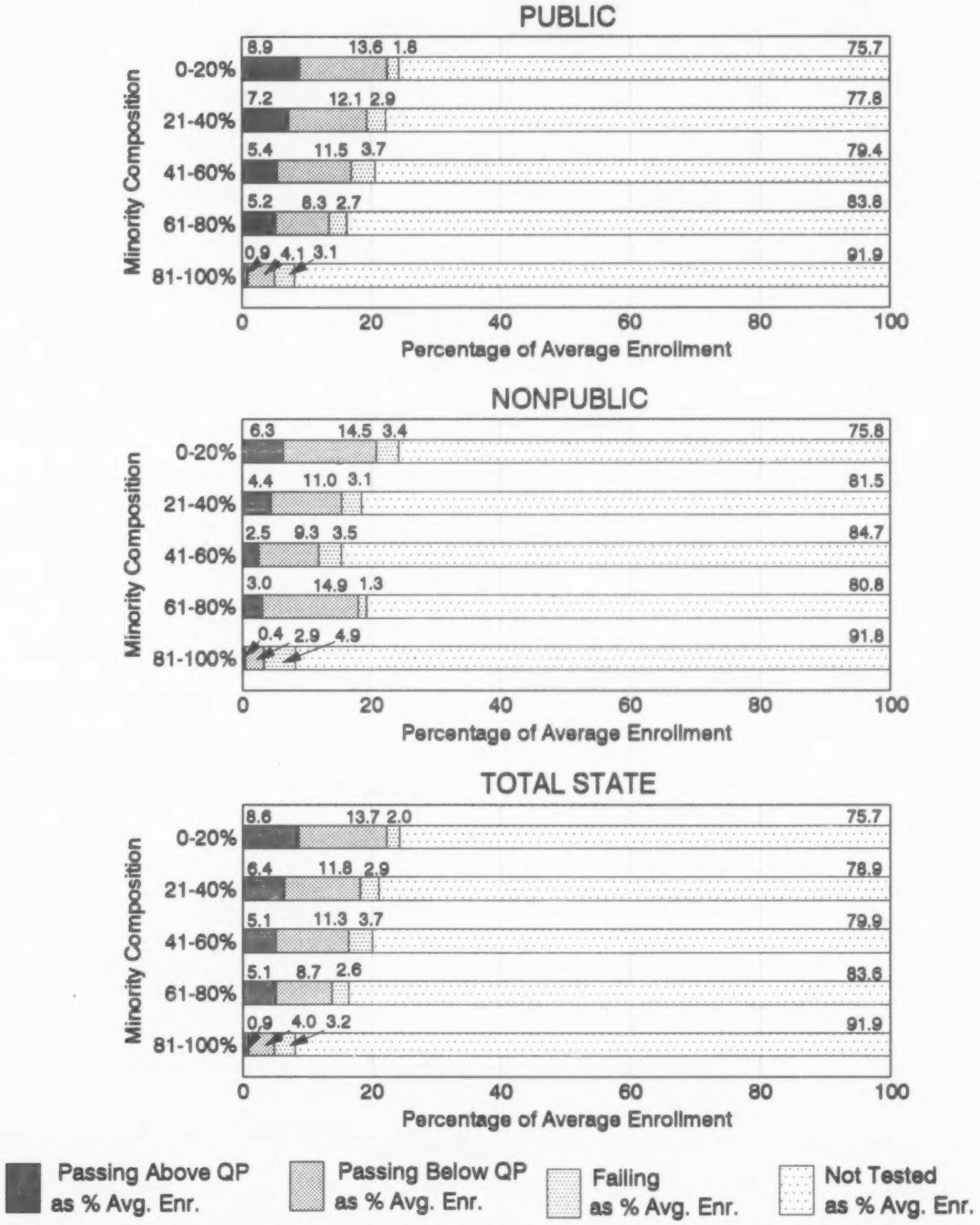


Figure 5.8F
Participation Rate and Performance by Minority Composition
Regents Examination in Physics
New York State
June 1992


PUBLIC

NONPUBLIC

TOTAL STATE

Figure 5.8G
Participation Rate and Performance by Minority Composition
Regents Examination in Global Studies
New York State
June 1992

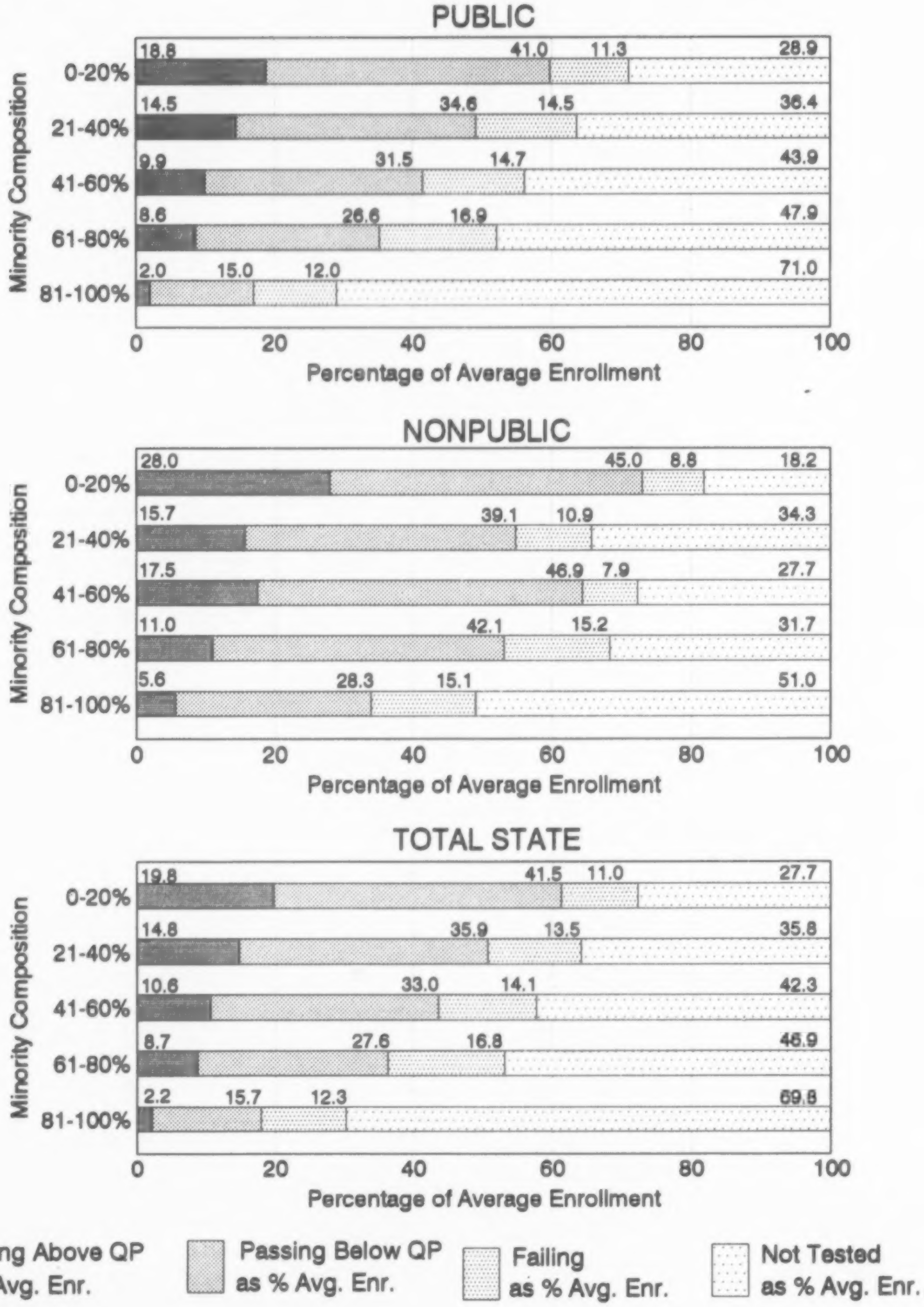


Figure 5.8H
Participation Rate and Performance by Minority Composition
Regents Examination in U.S. History and Government
New York State
June 1992

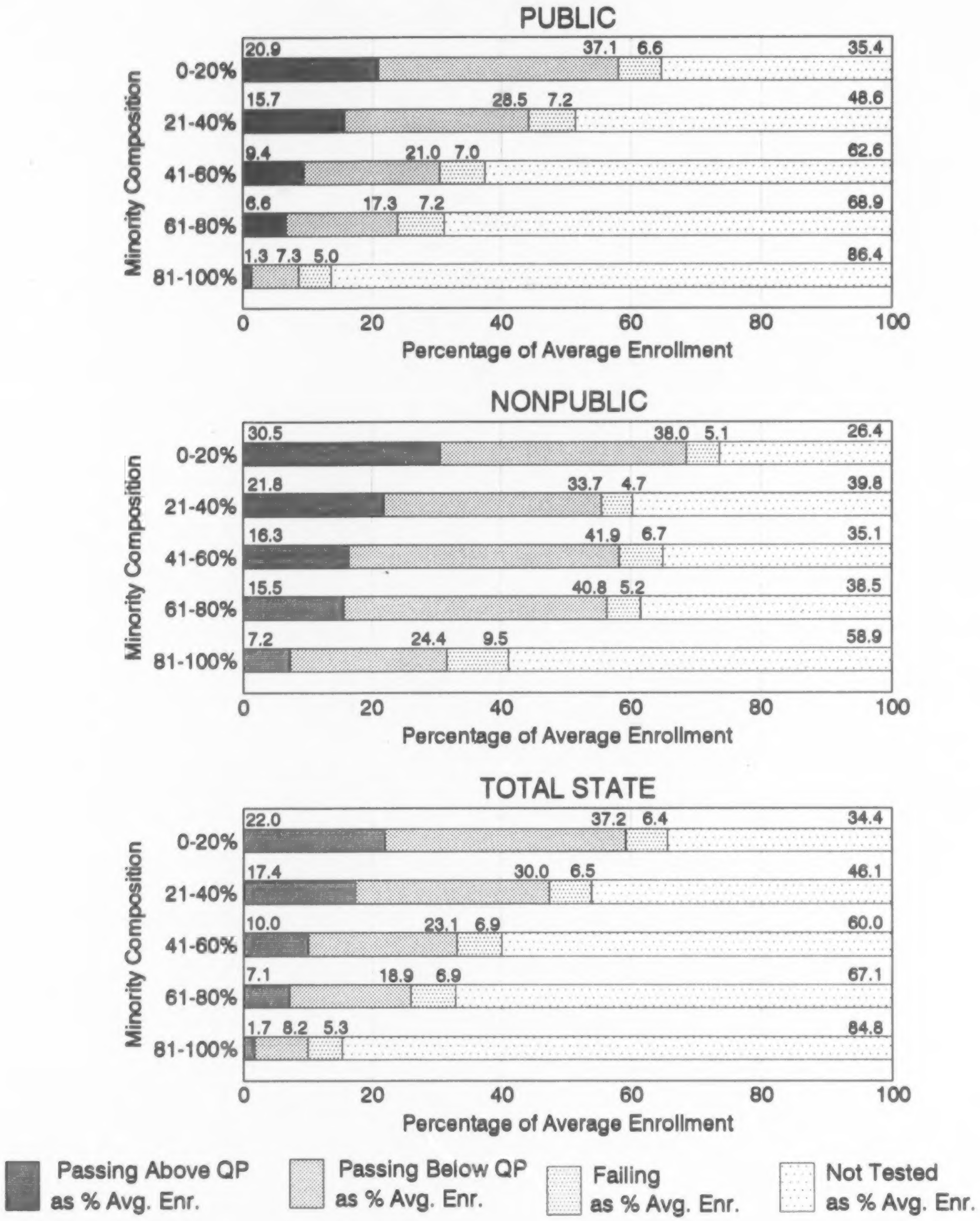


Figure 5.9A
Distribution of Schools According to the Percent of Average Enrollment Passing the Regents Comprehensive Examination in English by Minority Composition of School
New York State
June 1992

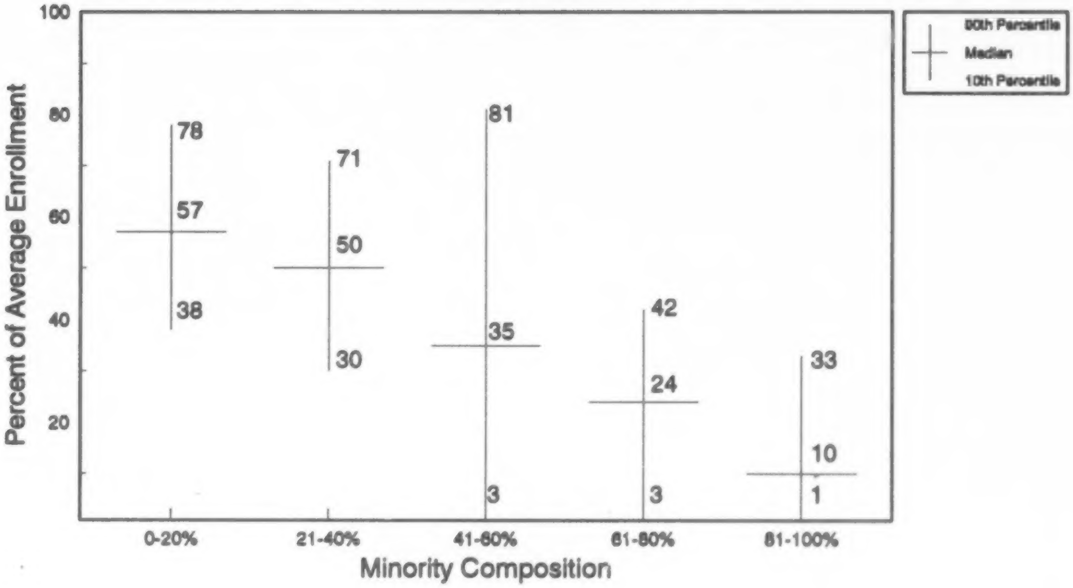
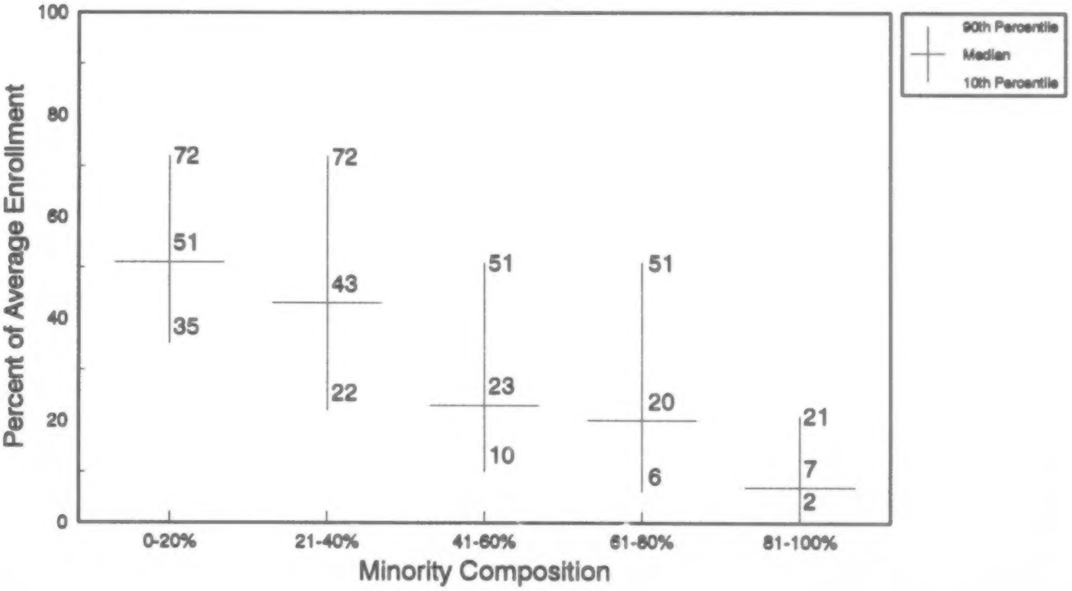


Figure 5.9B
Distribution of Schools According to the Percent of Average Enrollment Passing the Regents Comprehensive Examination in Biology by Minority Composition of School
New York State
June 1992



POVERTY STATUS AND PERFORMANCE

While the Chapter 655 legislation requires that information be presented, when practical, by racial/ethnic group and gender, much research documents that differences among racial/ethnic groups can be largely accounted for by other variables, such as parental income, occupation, and education. In this section, we will examine the effect of poverty status on performance on the grade 3 PEP test in reading (Table 5.14A) and the Regents comprehensive examination in English (Table 5.14B). The circumstances associated with poverty—malnutrition, poor health care, exposure to environmental toxins, inadequate day care, homelessness—can all have a deleterious effect on a child's motivation and ability to learn.

Table 5.14A shows that, in public schools statewide, as the percentage of children in poverty in a school increases, the percentage of children scoring above the SRP decreases. In schools where 20 percent or fewer children came from families on public assistance, 89.4 percent of students met the reading criterion established for third grade. In contrast, in those schools where 81 percent or more children came from such families, only 49.2 percent of children met this criterion. The contrast between low- and high-poverty schools is greatest in New York City (36.7 percentage points) and smallest in the Suburban Districts (8.9 points).

A similar pattern occurred on the Regents comprehensive English examination. In public schools with 20 percent or fewer students from families on public assistance, statewide, 53.0 percent of the average enrollment passed. In schools where 81 percent or more students came from families on public assistance, only 7.2 percent of average enrollment passed. Students in low-poverty schools were seven times as likely to pass as students in high-poverty schools. A contradiction to this pattern occurred in the Suburban Districts where 40.6 percent of students in the highest poverty category passed.

These tables suggest that high poverty had a greater effect on performance in public schools than minority composition. Students in schools with the fewest minority students were four times as likely to pass the Regents English (58.1 percent of average enrollment) as students in schools with the highest-minority composition (14.2 percent of average enrollment). Students in schools with the least poverty were seven times as likely to pass (53.0 percent of average enrollment passed) as students in schools with the greatest poverty (7.2 percent). On the PEP reading test, 91.6 percent of students in the lowest-minority schools scored above the SRP compared with 52.8 percent in the highest-minority schools. The comparable figures in schools with low and high poverty were 89.4 and 49.2 percent.

SCHOOL STABILITY AND PERFORMANCE

Changing schools frequently disrupts the continuity of children's education and forces them to make adjustments to new teachers, peers, and school customs. Schools that serve populations where many children enroll and leave through the year have difficulty planning for and meeting the needs of a changing population. These factors suggest that schools with low student stability might demonstrate lower achievement than schools with high student stability.

School student stability was defined in Chapter I as the percentage of students in a school's highest grade who were enrolled in that school the previous year. The majority of public schools outside of New York City were shown to have stability rates of 81 percent or greater, while in New York City only six percent of schools had stability rates that high (Table 1.8). Clearly, stability is another factor that together with minority composition and poverty status differentiates New York City public schools from schools in most other districts. Pearson's product moment correlations (*r*) confirmed that, in public schools statewide, stability rate was correlated with school minority composition ($r = -.62$), poverty status ($r = -.37$), percentage of uncertified teachers ($r = -.50$), and average teacher experience ($r = .32$). In other words, schools with low stability also tended to have large percentages of minority children, children in poverty, uncertified or unlicensed teachers, and inexperienced teachers.

The mean percentage of children scoring above the SRP on the grade 3 reading test in May 1991 in public schools in each stability-rate category is shown in Table 5.15A for New York City and the rest of State. Statewide, with the exception of the lowest stability category (8 schools), the percentage of students scoring above the SRP increased with the school stability rate. In schools where only 51 to 60 percent of students had been enrolled the previous year, 62 percent of students scored above the SRP; in schools where 91 percent or more had been enrolled, 90 percent scored above the SRP. The pattern is less clear in New York City, but in the two stability categories where most schools fall, the percentage above the SRP was greater in the category with higher stability. Stability rate was found to have a significant correlation with grade 3 reading PEP performance ($r = .52$).

The results of the same analysis for the Regents comprehensive English examination are shown in Table 5.15B. Statewide, the relationship between school stability and performance is clear. In the 40 schools with stability rates between 51 and 60 percent, only 14 percent of average enrollment passed; in the 664 schools with stability rates of 91 percent or more, 55 percent of average enrollment passed. The correlation between stability rate and performance on the comprehensive English examination was moderate ($r = 0.48$).

The reader is cautioned, however, against assuming that stability rate and PEP performance have a causative relation. Because stability is confounded with the New York City/Rest of State dichotomy, it is difficult to assess whether stability has an effect on performance independent of minority composition, poverty status, and teacher characteristics. Stability rate can be considered one of a configuration of correlated factors that together adversely affect achievement and whose independent effect is difficult to assess accurately. Considering the differences in student achievement among schools according to minority-composition category, poverty, and student stability, major reforms of the educational system, as suggested in the New Compact, will be necessary to achieve equity of outcomes.

GENDER DIFFERENCES IN TEST PERFORMANCE

Males and females have been found to perform differently on various measures of school achievement. A study of elementary school children found that gender was a significant predictor of school competence and that females tended to be rated higher in peer relations, conduct, and academic achievement.[3] On the National Assessment of Educational Progress, girls outperform boys in reading achievement at the 9-, 14-, and 17-year-old levels. Despite higher grades in elementary and secondary school, females score lower than males on the Scholastic Aptitude Tests.[4] This section considers differences in performance between male and female students on examinations in the State testing program.

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[3] Charlotte J. Patterson, Janis B. Kupersmidt, and Nancy A. Vaden, "Income Level, Gender, Ethnicity, and Household Composition as Predictors of Children's School-Based Competence," *Child Development* 61 (1990): 485-494.

[4] Myra Sadker, David Sadker, and Sharon Steindam, "Gender Equity and Educational Reform," *Educational Leadership* (March 1989): 44-47.

Pupil Evaluation Program

An examination of 1992 PEP scores indicates only marginal differences between the percentages of females and males scoring above the SRP on the reading and mathematics PEP tests (Table 5.16). Considering all State pupils, females were slightly more likely to score above the SRP on the grade 3 reading test (0.8 percentage points) and the grade 3 mathematics test (0.3 percentage points). These gender differences tended to be larger among students in New York City public schools, where females outperformed males by 2.3 percentage points on the reading test and 1.5 percentage points on the mathematics test. This pattern was not consistent across all school categories: in the Rural Districts and in Other Nonpublic Schools, slightly more males than females scored above the SRP on the reading test. In every category, except New York City public and nonpublic schools, a slightly larger percentage of males than females scored above the SRP on the grade 3 mathematics test.

While the differences between males and females in percentages above the SRP were small and favored females, the differences in percentages above the QP on the grade 3 mathematics were greater and favored males. Of State third-grade boys, 26.7 percent scored above the QP; of third-grade girls, 22.2 percent scored above the QP. This pattern was found in every school category, but was more pronounced outside the public Big 5 districts. In the Suburban Districts, for example, 37.1 percent of boys but only 31.0 percent of girls scored above the QP. On the grade 3 reading test, nearly identical percentages (30.7 and 30.6) of boys and girls scored above the QP.

Regents Examinations

At the secondary level, the small gender differences between male and female students seen on the PEP tests were magnified, as indicated by participation in and performance on Regents examinations. Figures 5.10A through 5.10H present performance on the June 1992 Regents examinations by gender for public and nonpublic schools and the total State. For each examination, four statistics are displayed: the percentage of average enrollment tested who passed and scored above the QP, the percentage of average enrollment tested who passed but scored below the QP, the percentage of average enrollment tested who failed, and the percentage of average enrollment not tested. The sum of the first three statistics represents the percentage of average enrollment participating in the Regents examination.

Statewide, a larger percentage of average female than average male enrollment passed Regents examinations. The only exception was the physics examination. The differences favoring female students on some examinations were striking: foreign language examinations (14 percentage points), the comprehensive English exam (7 points) and the sequential mathematics I exam (5 points). The male edge on the physics examination was four percentage points. The pattern of gender differences was the same in public and nonpublic schools. The female performance edge in nonpublic schools, however, was larger on five of the eight examinations.

While smaller percentages of males than females passed Regents examinations, the differences in the percentages reaching mastery were more modest. For example, while a smaller percentage of males passed the biology, global studies, and U.S. history and government examinations, equal percentages of males and females scored above the QP. The most notable exceptions were the comprehensive English, foreign language examinations, and sequential mathematics I where the differences between males and females scoring above the QP were 3 to 11 percentage points.

Figure 5.10A
Participation Rate and Performance by Gender
Regents Comprehensive Examination in English
New York State
June 1992

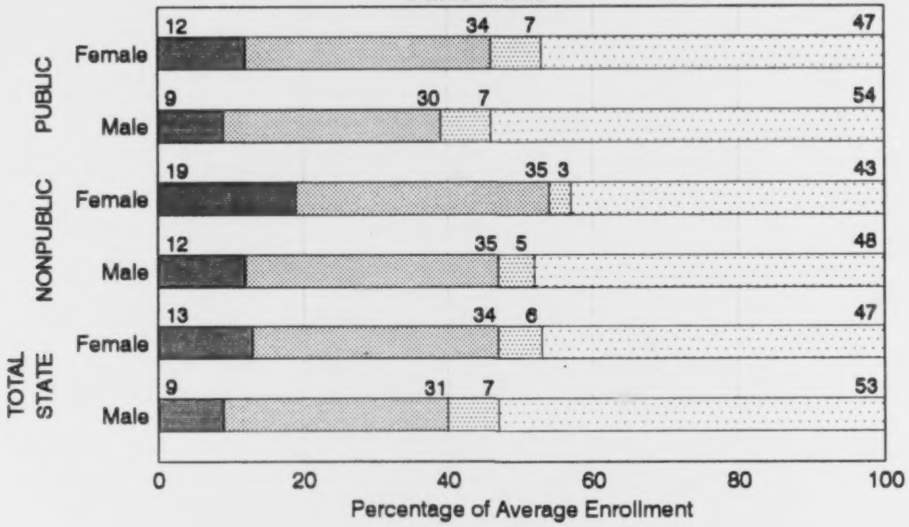


Figure 5.10B
Participation Rate and Performance by Gender
Regents Comprehensive Examinations in Foreign Languages
New York State
June 1992

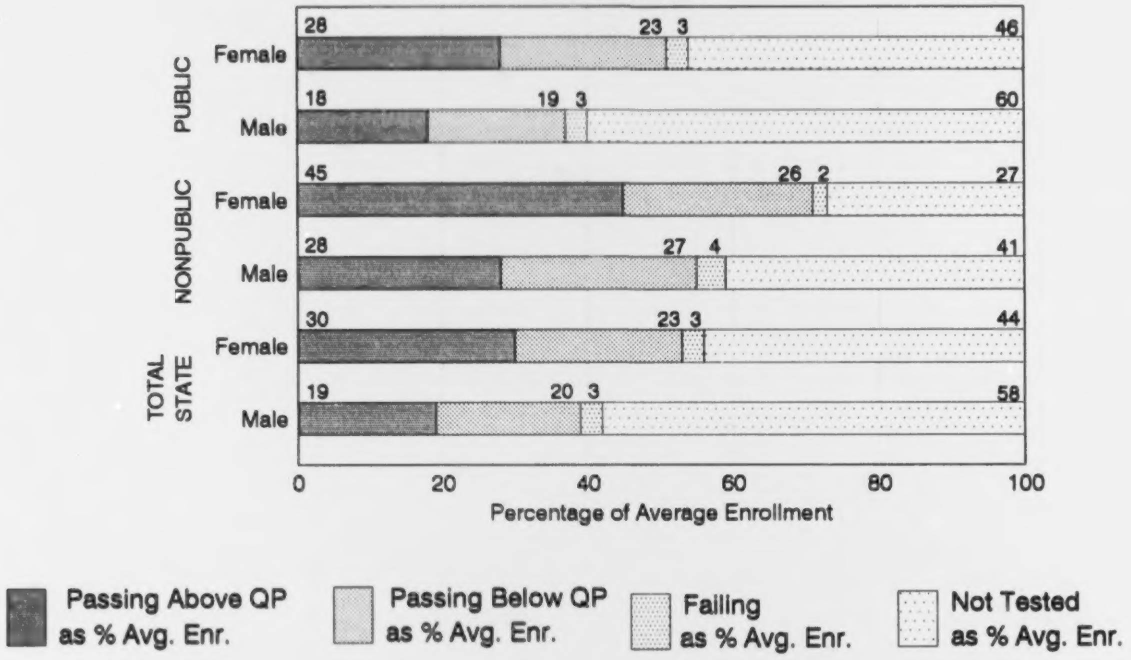


Figure 5.10C
Participation Rate and Performance by Gender Regents Examination in Sequential Mathematics I
New York State
June 1992

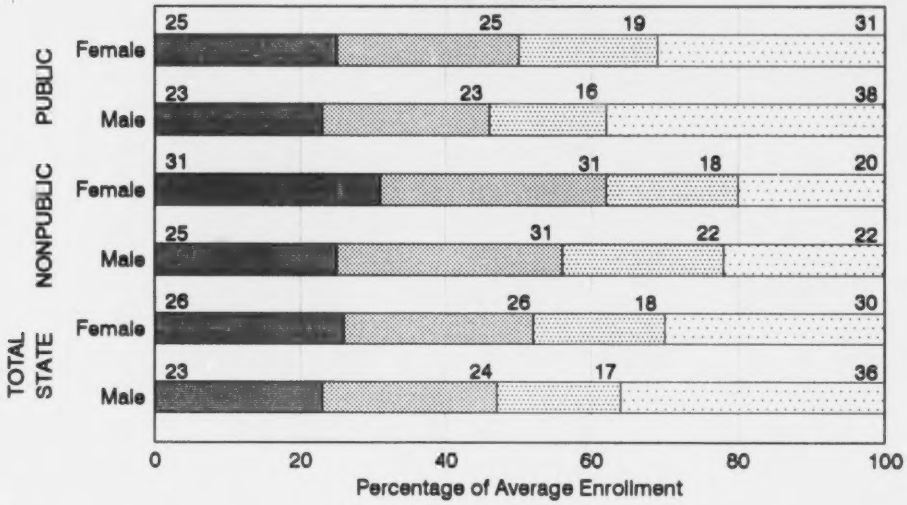


Figure 5.10D
Participation Rate and Performance by Gender Regents Examination in Sequential Mathematics III
New York State
June 1992

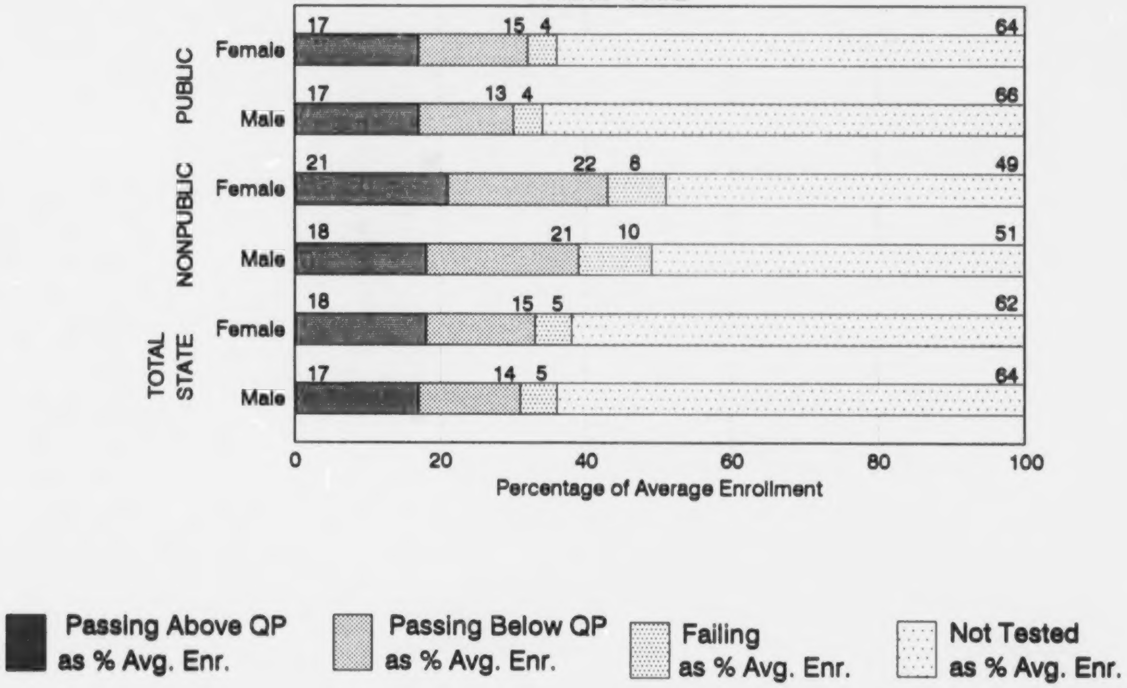


Figure 5.10E

Participation Rate and Performance by Gender Regents Examination in Biology

New York State
June 1992

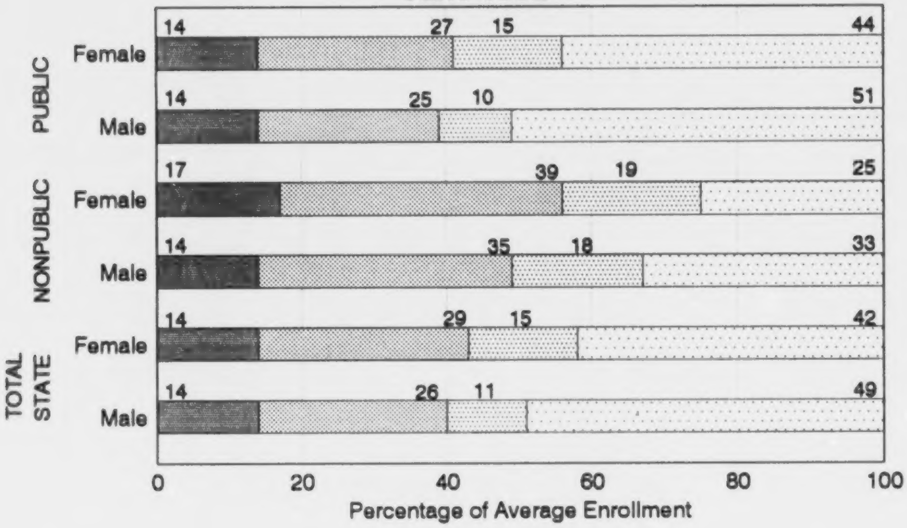


Figure 5.10F

Participation Rate and Performance by Gender Regents Examination in Physics

New York State
June 1992

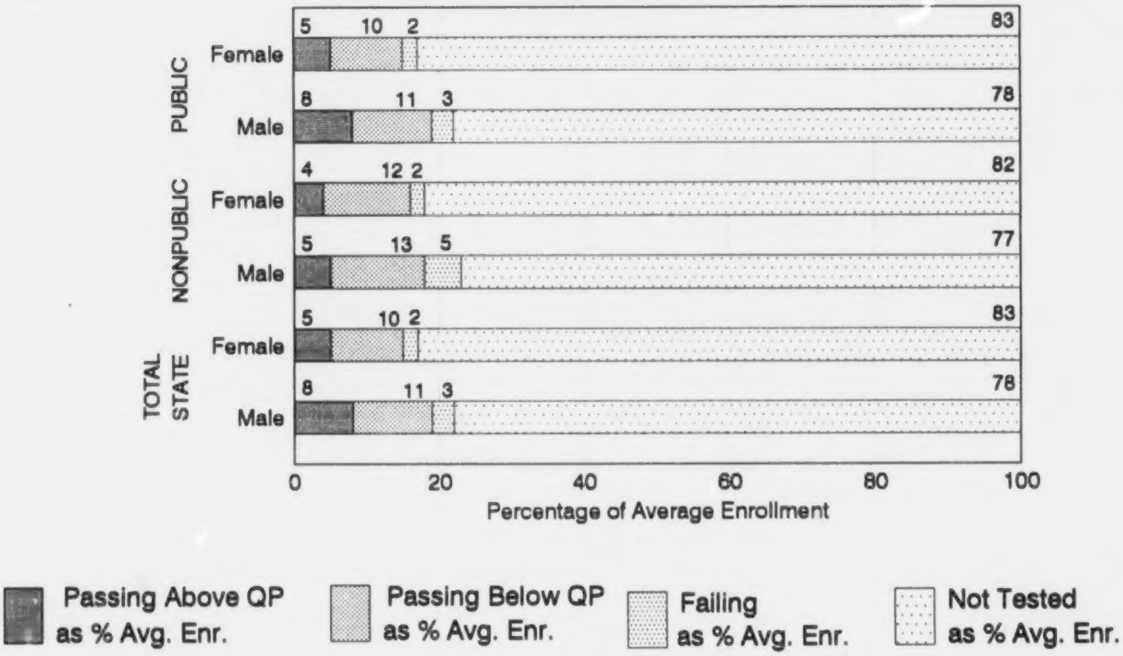


Figure 5.10G

Participation Rate and Performance by Gender Regents Examination in Global Studies

New York State
June 1992

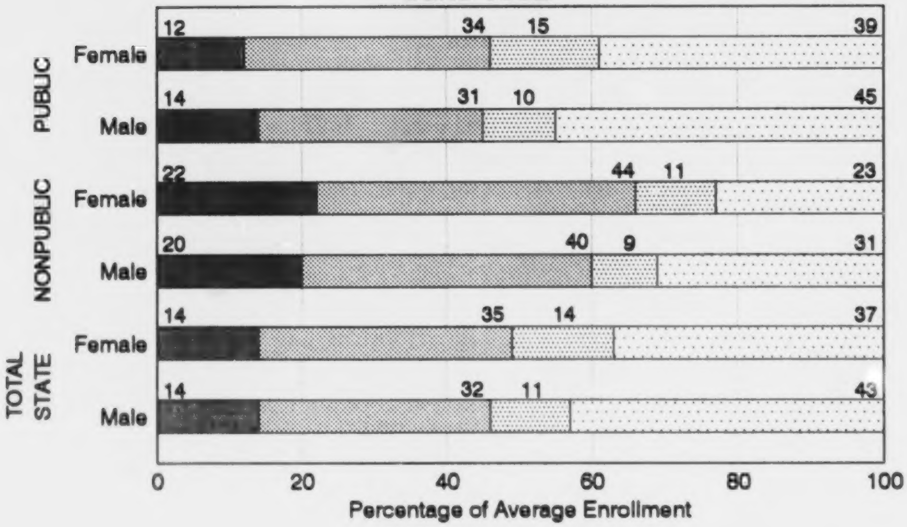
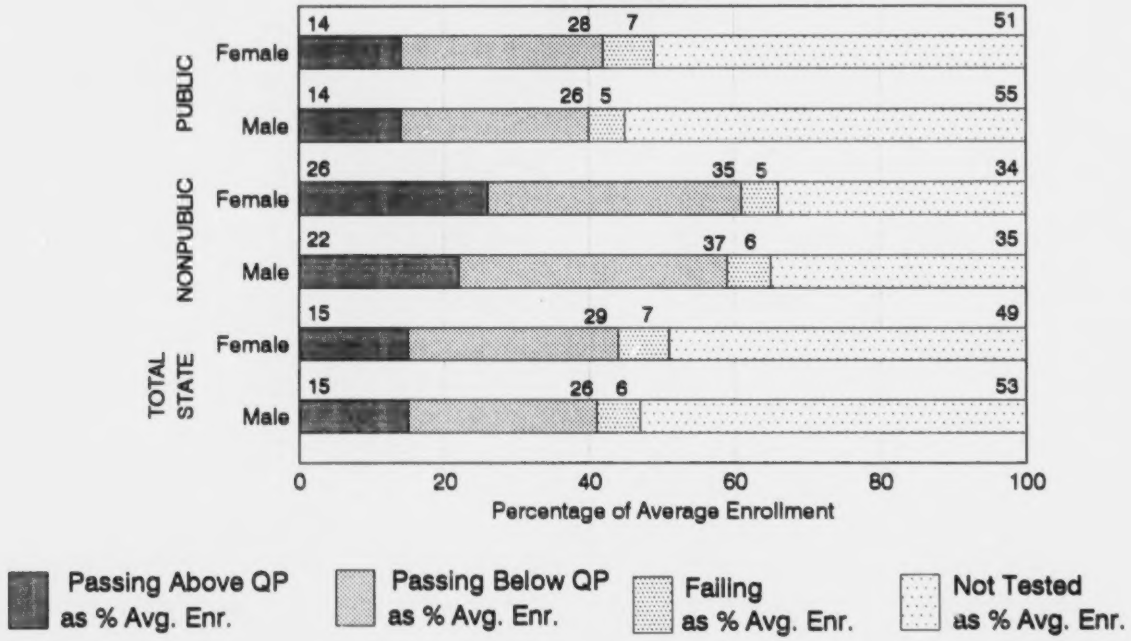


Figure 5.10H

Participation Rate and Performance by Gender Regents Examination in U.S. History & Government

New York State
June 1992



SUMMARY

There were differences in performance among schools according to sector and location on each New York State measure of performance: PEP tests, program evaluation tests, RCTs, Regents examinations, and occupational proficiency examinations. Almost uniformly, schools in New York City had the lowest level of performance of all school categories, while schools in Suburban and Rural Districts and nonpublic schools had the highest levels. Some schools within every category, however, were exceptionally successful on the State tests.

Public and nonpublic schools performed better in 1992 than 1988 on all Pupil Evaluation Program tests except grade 3 reading. The performance of students in New York City public schools continued to be inferior to that of students in the rest of the State. These differences were exacerbated by troubling decreases in 1992 in the percentage of New York City students above the State reference point (SRP) on three PEP tests: grades 3 and 6 reading, and grade 3 mathematics. These decreases ranged from two percentage points on the grade 3 mathematics test to five points on the grade 6 reading test. Since 1988, the gap in performance between public schools in New York City and those in the rest of the State has been substantially reduced on only one test, grade 6 mathematics. On this test, the percentage above the SRP in New York City has increased by 14 percentage points. In contrast, the gap has widened on the grade 3 reading test, on which only 60 percent of City third-graders scored above the SRP in 1992, compared with 68 percent in 1988.

Between 1988 and 1992, on the Regents examination, the gap between public schools in New York City and the rest of the State widened on all but one examination, physics. These gaps increased because of substantial declines in performance in New York City schools on three examinations and increases in the rest of the State on seven examinations. These increasing performance gaps between New York City and the rest of the State may relate closely to the City's reduction in fiscal resources in the face of increasing numbers of students with special needs.

To measure progress in achieving excellence, quality points (QP) were designated on the PEP tests and Regents examinations. On each PEP test, the QP designates the score judged to indicate mastery of the tested material. The percentage of students above the QP on the PEP tests ranged from 12.7 percent on grade 6 mathematics to 47.4 percent on grade 6 reading. On the Regents examinations, a score of 85 percent is the designated QP. The percentage of average enrollment above the QP ranged from 6.2 percent on the physics examination to 24.3 percent on the sequential mathematics I and foreign language examinations.

The variations among schools according to minority-composition category were greater than the variations according to school category. Schools with the largest percentages of minority students performed less well than schools with the smallest percentages of minority students. Some schools with high proportions of minority students, however, performed exceptionally well on State tests. The differences between high- and low-minority schools can be attributed, in part, to the higher incidence of poverty and school transfers among minority children. Schools that enrolled many children from families on public assistance had poorer performance on the grade 3 reading PEP test and Regents comprehensive English examination than other schools. Students in schools with less stable enrollments were also less successful on the third-grade reading PEP test and the Regents comprehensive English examination.

Few differences in performance were found between males and females in percentage scoring above the SRP at the elementary level. More males than females, however, scored above the QP on the PEP mathematics tests. Differences emerged, however, at the high school level. A larger percentage of the average female than the average male enrollment passed seven of the eight analyzed Regents examinations (physics was the exception).

TABLE 5.1

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT AND THE QUALITY POINT PUPIL EVALUATION PROGRAM TESTS

NEW YORK STATE
MAY 1992

Sector/Location	PEP Test								
	Grade 3 Reading		Grade 6 Reading		Grade 5 Writing	Grade 3 Mathematics		Grade 6 Mathematics	
	SRP	QP	SRP	QP	SRP	SRP	QP	SRP	QP
Public									
New York City	59.8	18.2	69.2	32.9	84.3	81.0	17.4	79.5	8.7
Large City District	73.6	19.6	77.1	32.2	90.8	92.5	17.9	89.5	9.2
Other City District	85.9	33.0	88.6	50.0	96.0	97.4	28.6	95.9	13.3
Suburban Districts	91.4	41.6	93.1	59.3	97.5	98.8	34.0	97.5	17.7
Rural Districts	89.9	35.9	91.6	53.5	96.4	98.4	25.0	97.3	12.7
Total Public	78.7	30.9	83.8	47.8	92.4	91.9	25.9	90.8	13.3
Nonpublic									
New York City	78.0	22.9	80.2	38.8	88.0	90.6	12.7	91.0	7.5
Other Nonpublic	89.4	37.3	90.3	54.8	94.4	96.4	20.6	96.7	11.9
Total Nonpublic	83.1	29.4	84.4	45.4	90.8	93.2	16.2	93.3	9.3
Total State	79.4	30.7	83.8	47.4	92.1	92.1	24.4	91.2	12.7

TABLE 5.2

NUMBER TESTED AND PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINTS ALTERNATIVE-LANGUAGE EDITIONS OF THE GRADES 3 AND 6 PUPIL EVALUATION PROGRAM TESTS IN MATHEMATICS

NEW YORK STATE
MAY 1992

Test and Sector/Location	Number Tested	% Scoring Above State Reference Points
Grade 3 Mathematics		
Public		
New York City	3,901	43.5%
Rest of State	291	54.3
Total	4,192	44.2
Nonpublic		
New York City	24	70.8%
Other Nonpublic	1	100.0
Total	25	72.0
Total State	4,217	44.4%
Grade 6 mathematics		
Public		
New York City	3,129	44.9%
Rest of State	271	61.6
Total	3,400	46.2
Nonpublic		
New York City	16	75.0%
Other Nonpublic	2	100.0
Total	18	77.8
Total State	3,418	46.4%

Note: The data are for those pupils who took the Chinese-, French-, Haitian-Creole- or Spanish-Language editions of the grades 3 and 6 mathematics tests in May 1992.

TABLE 5.3

MEAN SCORES FOR THE PROGRAM EVALUATION TESTS IN SCIENCE AND SOCIAL STUDIES

NEW YORK STATE
MAY 1992

Sector/Location	Grade 6 Social Studies	Grade 8 Social Studies	Grade 4 Science		
			Mean Score		
	Mean Score	Mean Score	Objective Content	Objective Skills	Manipulative Skills
Public					
New York City	33	37	20	10	16
Large City Districts	35	40	21	10	16
Other City Districts	39	46	23	12	18
Suburban Districts	41	49	24	13	19
Rural Districts	40	47	24	12	18
Total Public	38	44	22	11	17
Nonpublic					
New York City	37	45	21	11	17
Other Nonpublic	41	50	24	12	18
Total Nonpublic	39	47	22	11	17
Total State	38	45	22	11	17

TABLE 5.4

NUMBER OF PAPERS WRITTEN AND PERCENT PASSING JANUARY OR JUNE ADMINISTRATIONS OF THE REGENTS COMPETENCY TESTS

NEW YORK STATE
1992

Sector/Location	Reading*		Writing*		Mathematics**		Science**		Global Studies**		U.S. History and Government**	
	# Written	% Passing	# Written	% Passing	# Written	% Passing	# Written	% Passing	# Written	% Passing	# Written	% Passing
Public												
New York City	35,238	84	35,890	75	55,673	57	49,236	63	32,787	51	19,427	60
Large City Districts	4,096	89	4,438	85	4,022	71	4,885	75	3,898	66	3,255	76
Other City Districts	5,854	93	5,981	90	7,831	81	7,832	86	6,274	72	5,617	76
Suburban Districts	20,361	95	21,189	91	24,801	84	25,894	90	21,497	79	20,842	81
Rural Districts	7,015	98	7,354	93	6,958	90	6,360	93	6,277	81	5,950	84
Total Public	72,564	90	74,852	83	99,285	69	94,207	75	70,733	65	55,091	73
Nonpublic												
New York City	3,995	93	4,138	90	5,219	77	8,520	89	5,037	75	3,903	77
Other Nonpublic	2,264	92	2,350	90	2,630	76	3,413	88	2,366	76	1,848	85
Total Nonpublic	6,259	92	6,488	90	7,849	77	11,933	88	7,403	75	5,751	79
Total State	78,823	90	81,340	84	107,134	69	106,140	76	78,136	66	60,842	74

* January Administration

** June Administration

TABLE 5.5

NUMBER TESTED AND PERCENT OF STUDENTS PASSING THE NATIVE-LANGUAGE WRITING TEST

NEW YORK STATE
JUNE 1992

Sector/Location	Number Tested	Percent Passing
Public		
New York City	1,146	80%
Rest of State	252	73
Total	1,398	79
Nonpublic		
New York City	44	98%
Other Nonpublic	3	100
Total	47	98
Total State	1,445	79%

Note: The data are for those pupils who took one of the 29 editions of the Native-Language-Writing Test.

TABLE 5.6

NUMBER TESTED AND THE PERCENT OF STUDENTS PASSING THE ALTERNATIVE-LANGUAGE EDITIONS OF THE REGENTS COMPETENCY TESTS IN MATHEMATICS, SCIENCE, GLOBAL STUDIES, AND U.S. HISTORY AND GOVERNMENT

NEW YORK STATE
JUNE 1992

Category of School	Mathematics		Science		Global Studies		U.S. History and Government	
	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing
Public								
New York City	5,151	47%	1,316	42%	2,186	52%	1,666	57%
Rest of State	593	40	105	44	189	40	209	57
Total	5,744	46	1,421	43	2,375	51	1,875	57
Nonpublic								
New York City	29	38%	1	0%	2	50%	24	75%
Rest of State	3	67	2	50	6	83	2	50
Total	32	41	3	33	8	75	26	73
Total State	5,776	46%	1,424	43%	2,383	51%	1,901	57%

Note: The data provided are for those students who took one of the 29 alternative-language editions of the Regents Competency Test in mathematics and/or one of the 6 alternative-language editions of the Regents Competency Test in science, the Regents Competency Test in global studies, or the Regents Competency Test in U.S. history and government.

TABLE 5.7

TOTAL NUMBER OF SECONDARY SCHOOLS* AND PERCENT THAT OFFER REGENTS EXAMINATIONS

NEW YORK STATE
1989-90 TO 1991-92

Sector/Location	1989-1990		1990-1991		1991-92	
	Number of Schools	% Offering Regents Exams	Number of Schools	% Offering Regents Exams	Number of Schools	% Offering Regents Exams
Public						
New York City	134	86%	137	85%	138	83%
Large City Districts	37	89	37	84	37	86
Other City Districts	67	93	66	94	66	94
Suburban Districts	402	100	403	100	404	100
Rural Districts	219	100	218	100	216	100
Total	859	97	861	96	861	96
Nonpublic						
New York City	224	54%	232	49%	231	52%
Other Nonpublic	324	37	318	37	308	40
Total	548	44	550	42	539	45
Total State	1,407	76%	1,411	75%	1,400	76%

* Secondary school is any school with a 9th or higher grade.

TABLE 5.8

TRENDS IN PERCENT OF AVERAGE ENROLLMENT PASSING JUNE REGENTS EXAMINATIONS

NEW YORK STATE
1988-1992

Comprehensive English

Sector/Location	Year				
	1988	1989	1990	1991	1992
Total Public	46.5%	44.5%	43.3%	43.1%	42.5%
New York City	23.9	22.0	21.2	19.3	18.4
Rest of State	57.2	55.5	54.0	55.6	54.9
Total Nonpublic	58.4	52.5	55.3	52.3	50.5
Total State	47.8	45.4	44.7	44.1	43.3

Any Foreign Language (French, German, Hebrew, Italian, Latin, Spanish)

Sector/Location	Year				
	1988	1989	1990	1991	1992
Total Public	41.6%	42.9%	42.2%	45.3%	43.8%
New York City	30.1	31.0	28.6	29.4	29.3
Rest of State	46.8	48.6	48.9	53.6	51.4
Total Nonpublic	63.0	58.6	60.6	67.1	63.5
Total State	43.9	44.3	44.1	47.7	46.0

Sequential Mathematics I

Sector/Location	Year				
	1988	1989	1990	1991	1992
Total Public	42.4%	45.8%	44.0%	44.1%	48.1%
New York City	26.3	28.2	25.6	22.0	26.4
Rest of State	50.1	54.3	53.0	55.7	59.4
Total Nonpublic	52.8	54.0	52.9	54.0	59.4
Total State	43.6	46.7	45.0	45.2	49.4

TABLE 5.8 (continued)

Sequential Mathematics II

Sector/Location	Year				
	1988*	1989	1990	1991	1992
Total Public	40.7%	39.1%	36.8%	35.9%	39.3%
New York City	24.7	22.0	19.8	17.7	20.5
Rest of State	48.3	47.4	45.1	45.5	49.1
Total Nonpublic	50.9	49.4	46.5	45.4	48.6
Total State	41.9	40.3	37.9	37.0	40.3

* Or Math 10

Sequential Mathematics III

Sector/Location	Year				
	1988*	1989*	1990	1991	1992
Total Public	27.0%	29.5%	29.9%	26.9%	30.6%
New York City	16.0	15.8	16.2	13.6	16.1
Rest of State	36.1	36.2	36.5	33.9	38.1
Total Nonpublic	38.3	37.7	39.0	34.0	40.9
Total State	30.7	30.5	30.9	27.7	31.7

* Or Math 11

Biology

Sector/Location	Year				
	1988	1989	1990	1991	1992
Total Public	38.0%	41.2%	40.5%	39.3%	40.2%
New York City	19.4	22.1	20.5	18.3	19.3
Rest of State	46.8	50.5	50.2	50.4	51.0
Total Nonpublic	50.3	51.8	54.9	54.7	52.9
Total State	39.5	42.4	42.1	41.0	41.6

TABLE 5.8 (continued)

Chemistry

Sector/Location	Year				
	1988	1989*	1990	1991	1992
Total Public	29.3%	----	29.6%	27.8%	27.8%
New York City	15.6	----	14.7	14.0	13.9
Rest of State	35.8	----	36.9	34.9	35.0
Total Nonpublic	39.6	----	39.9	37.4	39.5
Total State	30.5	----	30.8	28.8	29.1

* Exam canceled

Earth Science

Sector/Location	Year				
	1988	1989	1990	1991	1992
Total Public	31.2%	33.8%	35.7%	31.4%	36.7%
New York City	8.2	8.4	9.4	7.4	8.1
Rest of State	42.1	46.2	48.3	44.0	51.4
Total Nonpublic	23.1	24.4	26.0	24.0	25.9
Total State	30.3	32.7	34.6	30.5	35.5

Physics

Sector/Location	Year				
	1988*	1989	1990	1991	1992
Total Public	17.6%	17.4%	17.9%	17.0%	17.1%
New York City	9.8	10.5	10.9	9.7	9.9
Rest of State	21.2	20.8	21.1	20.8	20.8
Total Nonpublic	16.5	17.8	18.3	16.1	16.7
Total State	17.5	17.5	17.9	16.9	17.1

* Also experimental edition

TABLE 5.8 (continued)

Global Studies

Sector/Location	Year				
	1988	1989*	1990	1991	1992
Total Public	----	41.7%	43.7%	44.5%	45.7%
New York City	----	23.6	25.8	25.7	26.3
Rest of State	----	50.5	52.3	54.3	55.7
Total Nonpublic	----	55.4	60.1	62.3	62.9
Total State	----	43.2	45.6	46.5	47.6

* First Administration

U.S. History & Government

Sector/Location	Year				
	1988*	1989	1990	1991	1992
Total Public	41.4%	40.6%	39.9%	42.7%	40.5%
New York City	21.5	17.4	16.0	16.9	14.9
Rest of State	50.8	51.9	51.5	56.0	53.7
Total Nonpublic	58.0	55.6	56.9	61.8	60.0
Total State	43.3	42.3	41.9	44.8	42.6

* First Administration

TABLE 5.9

NUMBER TESTED AND PERCENT OF STUDENTS PASSING THE REGENTS EXAMINATION IN SEQUENTIAL MATHEMATICS, COURSE I SPANISH-LANGUAGE EDITION

NEW YORK STATE
JUNE 1992

Sector/Location	Number Tested	Percent Passing
Public		
New York City	553	53%
Rest of State	31	71
Total	584	54
Nonpublic		
New York City	0	NA
Other Nonpublic	0	NA
Total	0	NA
Total State	584	54%

TABLE 5.10

NUMBER TESTED AND PERCENT PASSING THE INTRODUCTION TO OCCUPATIONS EXAMINATION

NEW YORK STATE
1991-92*

Sector/Location	Number Tested	% Passing
Public		
New York City	18,008	76
Large City Districts	4,669	78
Other City Districts	6,799	89
Suburban Districts	24,863	94
Rural Districts	8,302	94
Total Public	62,641	87
Nonpublic		
New York City	1,195	92
Other Nonpublic	1,149	85
Total Nonpublic	2,344	89
Total State	64,985	87

* January 1992 & June 1992 administrations combined

TABLE 5.11

NUMBER OF STUDENTS WITH DISABILITIES TESTED AND THE PERCENT SCORING ABOVE THE SRP ON THE PUPIL EVALUATION PROGRAM TESTS
NEW YORK STATE
1987-88 TO 1991-92

Pupil Evaluation Program Test	1987-88		1988-89		1989-90		1990-91		1991-92	
	Number Written	Above the SRP	Number Written	Above the SRP	Number Written	Above the SRP	Number Written	Above the SRP	Number Written	Above the SRP
Grade 3 Reading	15,806	32.4%	16,674	33.2%	17,728	28.8%	18,754	30.3%	19,798	28.0
Grade 3 Mathematics	15,674	51.6	16,390	57.0	17,490	59.7	18,691	56.1	19,626	57.8
Grade 5 Writing	16,831	49.9	17,242	59.3	18,130	49.7	19,461	53.4	20,509	59.6
Grade 6 Reading	18,567	25.7	19,300	29.0	20,258	30.4	21,401	31.8	22,133	30.7
Grade 6 Mathematics	18,212	31.9	18,818	37.5	19,669	46.9	20,847	47.2	21,719	52.0

TABLE 5.12

NUMBER OF STUDENTS WITH DISABILITIES TESTED AND THE PERCENT PASSING MAJOR ADMINISTRATIONS OF THE REGENTS COMPETENCY TESTS
NEW YORK STATE
1988 TO 1992

Regents Competency Test	1988		1989		1990		1991		1992	
	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing
RCT Mathematics	15,584	45.9%	15,367	40.0%	12,525	42.5%	17,692	40.0%	17,803	46.0
RCT Science	8,218	50.6	11,811	41.0	15,333	52.1	15,328	46.7	16,219	56.9
RCT Reading	9,861	58.9	9,653	60.1	9,704	62.7	9,302	63.5	9,778	65.9
RCT Writing	*	*	6,503	75.2	7,168	65.6	7,337	69.7	7,935	71.6
RCT Global Studies	***	***	***	***	6,590	54.4	10,121	46.1	10,565	49.8
RCT U.S. History and Government	**	**	5,304	64.7	7,028	65.5	6,880	62.9	7,659	62.1

* Data are not available ** First administered in 1989 *** First administered in 1990

TABLE 5.13A

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT AND QUALITY POINT BY MINORITY COMPOSITION OF SCHOOL
GRADE 3 PUPIL EVALUATION PROGRAM TEST IN READING
NEW YORK STATE
MAY 1992

Sector/Location	Minority Composition of School									
	0-20%		21-40%		41-60%		61-80%		81-100%	
	SRP	QP	SRP	QP	SRP	QP	SRP	QP	SRP	QP
Public										
New York City	88.2%	37.1%	83.2%	38.6%	78.9%	34.3%	67.8%	23.3%	51.3%	11.4%
Large City Districts	-	-	83.8	30.0	79.2	24.8	68.4	14.4	63.8	11.2
Other City Districts	90.1	38.5	82.4	28.8	81.1	26.6	67.5	14.6	77.8	13.2
Suburban Districts	92.3	42.9	89.8	41.6	84.8	30.3	80.1	24.4	80.6	19.9
Rural Districts	90.1	36.4	86.2	28.6	-	-	-	-	95.2	40.5
Total Public	91.6	41.2	85.3	36.3	80.0	30.1	70.3	20.6	52.8	11.7
Nonpublic										
New York City	83.1%	28.9%	85.9%	38.5%	79.5%	22.5%	77.3%	16.5%	69.0%	11.9%
Other Nonpublic	90.9	39.7	88.8	36.0	81.3	20.3	78.0	13.2	71.1	13.0
Total Nonpublic	87.8	35.4	87.2	37.4	79.9	21.9	77.4	16.0	69.2	12.0
Total State	90.9%	40.1%	85.6%	36.5%	80.0%	29.3%	71.0%	20.2%	55.0%	11.7%

Minority Composition: Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades K-12 divided by total grade K-12 enrollment.

TABLE 5.13B

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT AND QUALITY POINT
BY MINORITY COMPOSITION OF SCHOOL
GRADE 3 PUPIL EVALUATION PROGRAM TEST IN MATHEMATICS
NEW YORK STATE
MAY 1992

Sector/Location	Minority Composition of School									
	0-20%		21-40%		41-60%		61-80%		81-100%	
	SRP	QP	SRP	QP	SRP	QP	SRP	QP	SRP	QP
Public										
New York City	97.6%	34.3%	95.4%	37.0%	93.1%	36.1%	88.1%	23.6%	75.8%	10.6%
Large City Districts	--	--	95.7	23.7	94.3	23.8	90.2	13.5	91.0	9.3
Other City Districts	98.6	32.7	97.6	25.2	94.8	24.7	92.6	14.6	93.8	14.5
Suburban Districts	99.0	34.7	98.0	36.8	96.7	24.1	95.7	23.6	95.8	19.3
Rural Districts	98.4	25.5	98.0	17.7	--	--	--	--	100.0	45.2
Total Public	98.8	32.9	96.9	32.5	94.1	29.7	90.4	20.3	77.0	10.8
Nonpublic										
New York City	93.6%	16.8%	94.1%	21.9%	92.4%	10.1%	91.5%	8.4%	85.4%	6.0%
Other Nonpublic	97.2	21.7	96.6	22.2	91.5	10.4	85.2	6.6	86.8	5.6
Total Nonpublic	95.8	19.8	95.2	22.1	92.1	10.2	90.6	8.1	85.5	5.9
Total State	98.3%	30.5%	96.6%	30.8%	93.9%	27.7%	90.4%	19.2%	78.1%	10.2%

Minority Composition: **Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades K-12 divided by total grade K-12 enrollment.**

TABLE 5.14A

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT
BY SCHOOL POVERTY STATUS
GRADE 3 PUPIL EVALUATION PROGRAM TEST IN READING

NEW YORK STATE
MAY 1992

Sector/Location	School Poverty Status				
	0-20%	21-40%	41-60%	61-80%	81-100%
Public					
New York City	79.0%	59.2%	49.9%	45.7%	42.3%
Large City Districts	*	86.6	76.5	68.6	62.0
Other City Districts	90.7	86.6	80.7	77.1	72.1
Suburban Districts	92.2	88.6	81.8	79.7	83.3
Rural Districts	91.3	89.0	86.7	100.0	*
Total Public	89.4	76.8	61.2	55.5	49.2

TABLE 5.14B

PERCENT OF AVERAGE ENROLLMENT PASSING
BY SCHOOL POVERTY STATUS
REGENTS COMPREHENSIVE EXAMINATION IN ENGLISH

NEW YORK STATE
JUNE 1992

Sector/Location	School Poverty Status				
	0-20%	21-40%	41-60%	61-80%	81-100%
Public					
New York City	27.8%	20.4%	9.8%	11.5%	6.7%
Large City Districts	43.9	35.8	24.9	12.9	4.7
Other City Districts	54.4	46.5	39.8	*	*
Suburban Districts	59.2	40.7	22.8	13.2	40.6
Rural Districts	54.7	50.0	45.8	40.5	*
Total Public	53.0	31.7	15.4	11.8	7.2

TABLE 5.15A

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT BY SCHOOL STUDENT STABILITY RATE GRADE 3 PUPIL EVALUATION PROGRAM TEST IN READING

NEW YORK STATE
MAY 1991

Location	School Stability Rate					
	41-50%	51-60%	61-70%	71-80%	81-90%	91-100%
New York City						
Mean	60%	58%	65%	71%	62%	56%
Number of Schools	4	47	296	204	46	15
Rest of State						
Mean	93%	81%	84%	81%	87%	91%
Number of Schools	4	11	18	63	214	1,336
Total Public						
Mean	77%	62%	66%	74%	83%	90%
Number of Schools	8	58	314	267	260	1,351

TABLE 5.15B

PERCENT OF AVERAGE ENROLLMENT PASSING BY SCHOOL STUDENT STABILITY RATE REGENTS COMPREHENSIVE EXAMINATIONS IN ENGLISH

NEW YORK STATE
MAY 1991

Location	51-60%	61-70%	71-80%	81-90%	91-100%
New York City					
% of Average Enrollment Passing	14%	22%	39%	—	—
Number of Schools	40	55	5	0	0
Rest of State					
Mean	—	—	16%	50%	55%
Number of Schools	0	0	4	24	664
Total Public					
Mean	14%	22%	29%	50%	55%
Number of Schools	40	55	9	24	664

Note: Elementary schools with stability rates lower than 41 percent and secondary schools with stability rates lower than 51 percent were not included because there were too few to provide reliable data.

TABLE 5.16

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINTS AND QUALITY POINTS BY GENDER GRADE 3 PUPIL EVALUATION PROGRAM TESTS

NEW YORK STATE
1992

Sector/Location and Gender	Grade 3 Reading		Grade 3 Mathematics	
	SRP	QP	SRP	QP
Public				
New York City				
Male	58.6%	18.1%	80.3%	18.4%
Female	60.9	18.3	81.8	16.4
Large City Districts				
Male	73.0	19.4	92.9	18.8
Female	74.1	19.9	92.0	17.0
Other City Districts				
Male	86.4	33.4	97.7	31.3
Female	85.4	32.5	97.2	26.0
Suburban Districts				
Male	91.2	41.5	98.8	37.1
Female	91.6	41.7	98.7	31.0
Rural Districts				
Male	90.3	36.1	98.5	28.1
Female	89.5	35.7	98.2	22.0
Total Public				
Male	78.3	30.9	91.8	28.1
Female	79.1	30.9	92.1	23.8
Nonpublic				
New York City				
Male	77.2%	22.5%	90.5%	14.6%
Female	78.6	23.2	90.7	10.9
Other Nonpublic				
Male	89.5	37.7	96.7	24.0
Female	89.3	36.9	96.2	17.3
Total Nonpublic				
Male	82.8	29.4	93.3	18.8
Female	83.4	29.3	93.2	13.8
Total State				
Male	79.0%	30.7%	92.0%	26.7%
Female	79.8	30.6	92.3	22.2

CHAPTER V: STUDENT PERFORMANCE—*OTHER MEASURES*

Performance measures other than State tests can be used to assess student achievement in New York State. These measures include Regents and local diplomas awarded, national scholarships, and results of national assessment programs. This section examines performance on these assessments according to school category, race/ethnicity, and gender.

NATIONAL STUDIES OF EIGHTH-GRADERS

Two studies sponsored by the National Center for Education Statistics provide additional information about the performance of New York State students compared with national averages: the *National Education Longitudinal Study of 1988* (NELS:88) and the *National Assessment of Educational Progress* (NAEP).

National Education Longitudinal Study of 1988

NELS:88[5] was designed to provide trend data about critical transitions experienced by young people as they develop, attend school, and embark on careers. In 1988, approximately 26,000 eighth-grade students, their parents, teachers, and school principals across the nation were surveyed. The 156 New York State schools and 3,281 students included in the national sample were selected to be representative of the State as a whole so that statistics could be calculated for the State population in the same grade cohort. Moreover, the New York State sample was augmented to allow comparisons between New York City and the rest of the State and computation of statistics for Whites and minorities, males and females. The study complements and strengthens State and local efforts by providing new information about how school policies, teacher practices, and family involvement affect student educational outcomes.

The initial survey included a test of mathematical and reading proficiency. More New York State students than national students were judged to have advanced mathematics proficiency as indicated by successfully completing simple problem-solving tasks requiring geometry, algebra, or logical processes. Two in nine State students demonstrated this proficiency compared with fewer than two in ten nationally. Twice as many public school students in the rest of the State as in New York City demonstrated advanced proficiency, 26 percent compared with 13 percent. White students were three times as likely as Hispanic students, and four times as likely as Blacks, to have performed at this level. Other Minorities, however, were more likely than Whites to demonstrate this proficiency.

A smaller percentage of New York State students (16 percent) than national students (19 percent) failed to demonstrate basic math proficiency—the ability to successfully carry out simple arithmetical operations in whole numbers. Students in New York City public schools (24 percent), Blacks (24 percent), and Hispanics (23 percent) were most likely to fail to demonstrate basic math proficiency.

The study identified students who had advanced reading proficiency or who lacked basic reading proficiency. State students compared favorably with national students on both measures. Thirty-seven percent of State students, compared with 34 percent of national students, demonstrated advanced proficiency. Fewer New York City public school students demonstrated this proficiency (28 percent) than other State public school students (38 percent). Among racial/ethnic groups, 41 percent of Whites, 34 percent of Other Minorities, 28 percent of Hispanics, and 24 percent of Blacks demonstrated advanced proficiency.

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[5] *Characteristics of New York State's Eighth Grade Students from the National Education Longitudinal Study of 1988* (Albany, N.Y.: The University of the State of New York, 1991).

In New York State, 13 percent of students, compared with 14 percent nationally, failed to demonstrate basic proficiency—comprehension of simple materials including reproduction of detail and/or the author's main thought. More New York City than other public school students were below basic reading proficiency, 18 percent compared with 13 percent. There were differences among racial/ethnic groups in the percentages of students falling in this category: 18 percent of Hispanics, 15 percent of Blacks, 14 percent of Other Minorities, and 10 percent of Whites failed to demonstrate basic reading proficiency.

The study corroborated the relationship between socioeconomic status and performance illustrated previously with the grade 3 reading PEP test and Regents comprehensive English examination. In New York State only 19 percent of eighth-graders in the lowest socioeconomic quartile were judged to be proficient readers, while 55 percent in the highest socioeconomic quartile were so judged.

National Assessment of Educational Progress

NAEP[6] tracks the achievement of fourth-, eighth-, and twelfth-graders nationally in mathematics, reading, writing, and science. In 1988, Congress passed legislation that authorized voluntary state-by-state assessments on a trial basis. In 1990, the NAEP program included such an assessment for eighth-grade mathematics.

The Trial State Assessment Program in February 1990 assessed the mathematical proficiency of eighth-grade public school students in 37 states, the District of Columbia, and two territories. Within each state, the sample of schools was carefully selected to represent the eighth-grade population. A random selection of students within each selected school participated in the program. Students who were categorized as limited English proficient or who had Individualized Education Plans and were judged incapable of participating were excluded. In New York State, 91 schools participated and the sample selected from those schools was judged to represent the vast majority of eighth-graders across the State.

To describe the proficiency of fourth-, eighth-, and twelfth-grade students on the 1990 NAEP mathematics assessment, NAEP defined the skills, knowledge, and understandings that characterized four levels of mathematics performance on the 500-point NAEP scale. Brief descriptions of these levels follow:

Level 200	Simple additive reasoning and problem solving with whole numbers
Level 250	Simple multiplicative reasoning and two-step problem solving
Level 300	Reasoning and problem solving involving fractions, decimals, percents, elementary geometric properties, and simple algebraic manipulations

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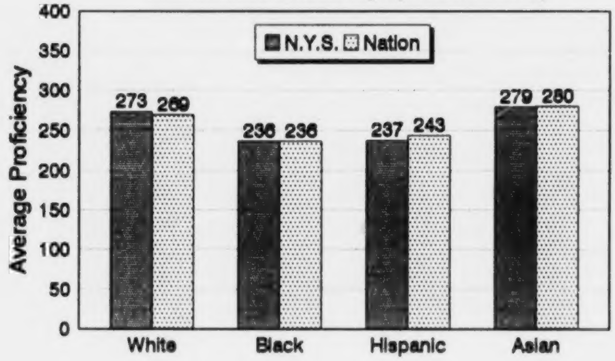
[6] National Center for Education Statistics, *The State of Mathematics Achievement in New York: The Trial Assessment at Grade Eight* (Washington, D.C.: National Center for Education Statistics, 1991).

Level 350 Reasoning and problem solving involving geometric relationships, algebraic equations, and beginning statistics and probability

The average proficiency of New York State eighth-graders was 261—identical to the national average. In New York State, 96 percent of eighth-graders (compared with 97 percent nationally) were at the 200 level or above. Thirteen percent (compared with 12 percent nationally) were at the 300 level or above.

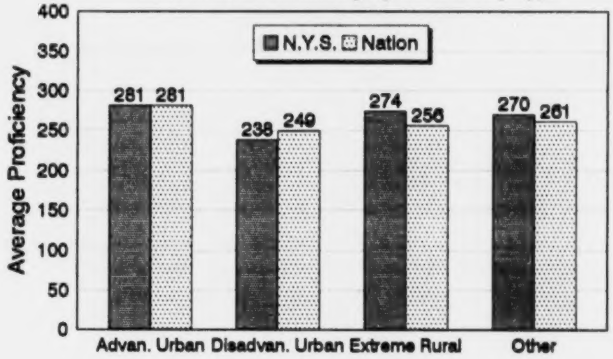
The sample was selected to be representative of the racial/ethnic composition of the State population. Differences in performance among racial/ethnic groups paralleled those found on State assessments. White and Asian students scored substantially higher than Black and Hispanic students. The mean proficiencies of each group in the State and nationally are shown in Figure 5.11.

Figure 5.11
Average Public School Eighth-Grade Mathematics Proficiency by Race/Ethnicity



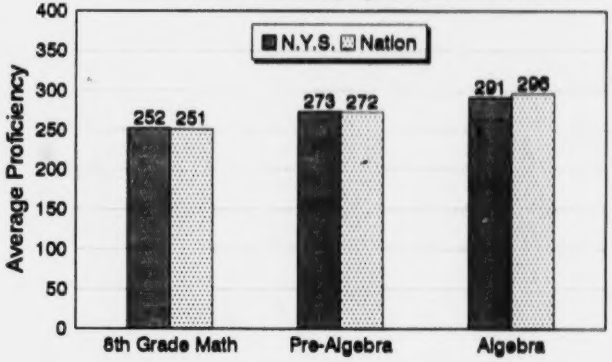
The NAEP sample was selected to be representative of four community types: advantaged urban, disadvantaged urban, extreme rural, and other. Consistent with findings about the relationship between poverty and performance on State assessments, disadvantaged urban students scored significantly lower than advantaged urban, rural, or other students. The results for the State and the nation are shown in Figure 5.12.

Figure 5.12
Average Public School Eighth-Grade Mathematics Proficiency by Community Type



In addition to testing mathematical proficiency, the NAEP assessment asked questions about the level of mathematics instruction. In the State, 73 percent of students (compared with 62 percent nationally) were taking eighth-grade mathematics and 21 percent (compared with 34 percent nationally) were taking algebra or pre-algebra. Students studying algebra or pre-algebra scored significantly higher than students studying eighth-grade mathematics. These differences are shown in Figure 5.13.

Figure 5.13
Average Public School Eighth-Grade Mathematics Proficiency by Mathematics Course



DIPLOMAS

In New York State, a Regents-endorsed local diploma is generally regarded as an indicator of rigorous effort and excellent accomplishment. The percentage of students receiving Regents endorsements (Regents diplomas) each year is thus an indicator of attainment for the educational system. It should be noted, however, that many public and nonpublic schools offer courses of study which exceed the minimum standards established by the State Education Department for awarding Regents diplomas.

Figure 5.14 shows that the percentage of high school graduates receiving Regents diplomas has changed dramatically since 1987-88. The percentage of Regents diplomas awarded across the State declined 13 percentage points between 1987-88 and 1988-89. Only 35 percent of 1989 graduates earned Regents diplomas, compared with 48 percent of 1988 graduates. This decrease occurred in every school category, with decreases in public school categories ranging from 10 to 14 percentage points and decreases in nonpublic schools averaging about 15 points. Nonpublic schools in New York City experienced the largest decrease in the percentage of Regents diplomas awarded, 18 percentage points. Nonpublic schools in the rest of the State had a 12-point decrease.

The decrease after 1988 may relate closely to the change in requirements for a Regents diploma initiated with the Regents Action Plan and fully implemented in 1989. Graduates of the class of 1989 who entered high school in 1985 were the first to be subject to more rigorous requirements for both the Regents and local diplomas. Beginning with this class, 18½ units are required to earn either diploma, a 2½-unit increase over the previous requirement for a local diploma. To earn a Regents endorsement, students must complete a three-unit sequence in two of the following areas (compared to one three-unit sequence required previously): occupational education, mathematics, science, art or music, or a second language.[9] With few exceptions, Regents diploma candidates are required to complete a three-unit sequence in a second language. They must also pass Regents examinations in English, a second language, mathematics, science, global studies, and U.S. history and government.

The fact that after 1988 smaller percentages of students earned Regents diplomas does not necessarily mean that the academic preparation of these classes was inferior to that of previous classes. On the contrary, these graduates met more rigorous State standards than were required of previous classes. Many students who earned local diplomas in the last three years might have qualified for Regents diplomas in previous years.

In an effort to better understand the decline in the percentage of graduates awarded Regents diplomas, the Department sent questionnaires to principals of the 870 schools in which the percentage of students awarded Regents diplomas decreased from school year 1987-88 to school year 1988-89.

Responses were received from 760 schools. They identified the following additional requirements as very important factors in explaining the decrease: the foreign language course requirement (65.8 percent), the foreign language Regents examination requirement (59.6 percent), the mathematics Regents examination requirement for students not completing a three-unit sequence in mathematics (49.8 percent), the additional sequence requirement (48.7 percent), and the science Regents examination requirement for students not completing a three-unit sequence in science (47.1 percent).

The survey also asked principals to predict whether the percentage of Regents diplomas awarded in their schools would increase, decrease, or remain the same over the next three years. The largest

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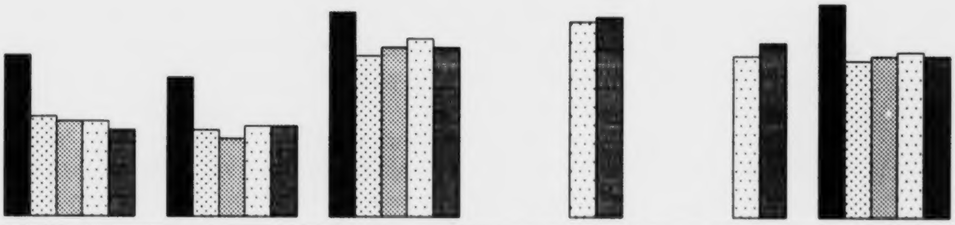
[9] Students may substitute a five-unit sequence in certain subjects (for example, English or social studies) for one of the three-unit sequences.

Figure 5.14
Percent of High School Graduates Receiving Regents Diplomas
1987-88 to 1991-92

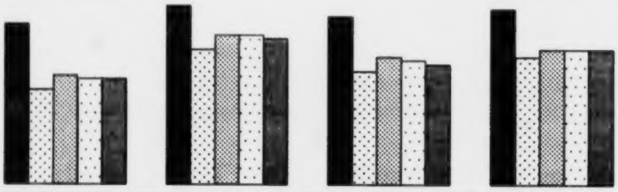
PUBLIC



Year		New York City	Large City Districts	Other City Districts	Suburban Districts	Rural	Total Public
1987-88	■	37%	32%	47%			49%
1988-89	░	23%	20%	37%			36%
1989-90	▒	22%	18%	39%			37%
1990-91	□	22%	21%	41%	45%	37%	38%
1991-92	▓	20%	21%	39%	46%	40%	37%

NONPUBLIC

TOTAL



Year		New York City	Other Nonpublic	Total Nonpublic	Total State
1987-88	■	44%	49%	46%	48%
1988-89	░	26%	37%	31%	35%
1989-90	▒	30%	41%	35%	37%
1990-91	□	29%	41%	34%	37%
1991-92	▓	29%	40%	33%	37%

percentage of principals (42.5 percent) predicted that the percentage would remain the same; 36.6 percent predicted a further decrease; and 20.9 percent believed that the percentage of students receiving Regents-endorsed diplomas would increase.

In the next two years, the percentage of public school graduates statewide earning Regents-endorsed local diplomas increased slightly, reaching 38 percent in 1990-91. In 1991-92, statewide percentages decreased by one percentage point in both public and nonpublic schools. The decrease in public schools can be attributed to decreases of two percentage points in New York City and the Other City Districts. The percentages earning Regents diplomas increased in Suburban and Rural Districts. The percentage of nonpublic graduates earning Regents diplomas remained stable in New York City and decreased elsewhere.

The ordering of school categories according to percentage of Regents diplomas awarded has remained unchanged over the last three years. In 1991-92, the percentages of Regents diplomas awarded were lowest in the Big 5 city public schools: 20 percent in New York City and 21 percent in the four other large cities (Figure 5.14). The Suburban Districts awarded the largest percentage (46 percent) of Regents diplomas. About 33 percent of diplomas awarded by nonpublic schools in 1992 were Regents diplomas.

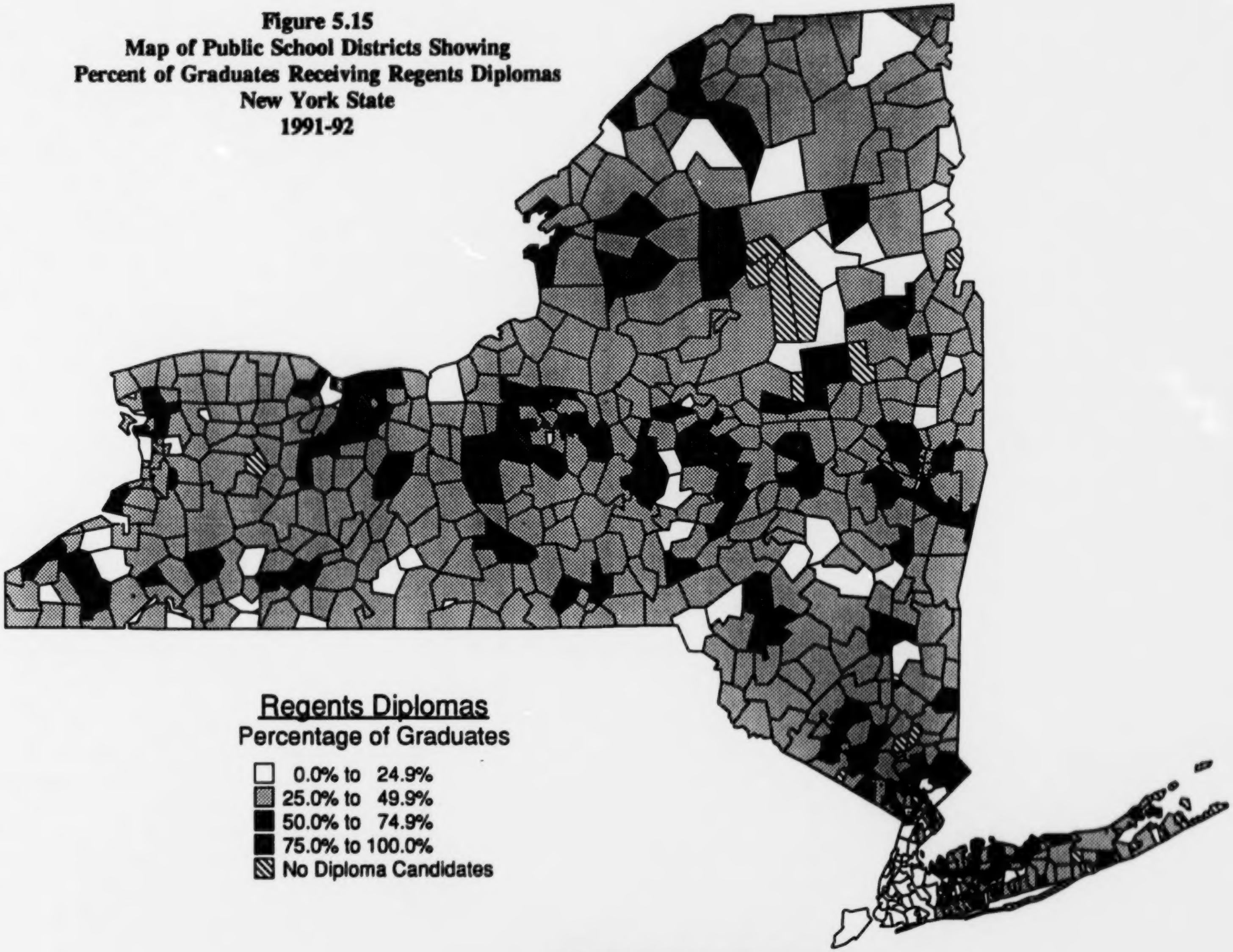
Figure 5.15 is a map of New York State school districts indicating the percentage of Regents diplomas awarded in each: less than 25 percent, 25 to 49.9 percent, 50 to 74.9 percent, and 75 percent or more. Very few districts fell in the highest category; these districts tended to be in the nonurban areas of the State, while districts in the lowest category were in both urban and nonurban areas.

Table 5.17 shows the percentages of schools that awarded Regents diplomas by sector and location for the four academic years ending with 1991-92. Approximately 92 percent of public schools with a grade 12 enrollment awarded Regents diplomas in 1991-92 and 93 percent awarded them in each of the previous three years. The Big 5 city school districts had smaller percentages of schools awarding Regents diplomas than did other school categories. The percentage of public schools in New York City awarding Regents diplomas has decreased from 77 to 72 percent over the four-year period, while the percentage in the Large City Districts has increased from 69 to 73 percent. About four in ten nonpublic schools in New York City—and three in ten elsewhere—awarded Regents diplomas.

Not all students who complete high school meet the requirements for earning Regents or local diplomas. Special education students who are judged unable to meet the regular diploma requirements earn Individualized Education Plan (IEP) diplomas or local certificates when they have completed a minimum of 12 or 13 years of school beyond kindergarten and the requirements of their last annual individual plan as specified by the district Committee on Special Education.

In public schools statewide, in 1992, 36.0 percent of high school completers earned Regents-endorsed local diplomas and another 61.3 percent earned local diplomas (Table 5.18). New York City (18.7 percent) and the Large City Districts (19.5 percent) had the smallest percentages of students earning Regents diplomas. The Suburban Districts had the largest percentage (44.7 percent). Statewide, 2.6 percent of high school completers received IEPs and 0.1 percent received certificates. High school completers in the Large City Districts were more likely than other completers to earn IEPs, 5.5 percent. New York City, despite having the largest percentage of students in self-contained special education classes, awarded the lowest percentage of IEPs (2.6 percent) of any public school category except the Suburban Districts (2.2 percent).

Figure 5.15
Map of Public School Districts Showing
Percent of Graduates Receiving Regents Diplomas
New York State
1991-92


Regents Diplomas
Percentage of Graduates
0.0% to 24.9%
25.0% to 49.9%
50.0% to 74.9%
75.0% to 100.0%
No Diploma Candidates

229

230

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Students who complete the requirements for a Regents-endorsed diploma receive honors if they have achieved an average of 90 or greater on specified Regents examinations. In State public schools, 6.2 percent of 1992 high school completers earned Regents diplomas with honors. Among public school categories, the percentage ranged from 1.8 percent in the Large City Districts to 7.2 percent in the Suburban Districts.

In June 1992, a larger percentage of females than males received Regents and local diplomas. In public schools statewide, 37.4 percent of female completers received Regents diplomas, compared with 34.6 percent of males. Females were also more likely to earn Regents diplomas with honors—6.4 percent compared with 5.9 percent. Accordingly, a larger percentage of males (3.1 percent) than females (2.0 percent) received IEP diplomas (Table 5.18).

There were differences among racial/ethnic groups in the proportions of students completing high school who received Regents diplomas, local diplomas, IEP diplomas, and certificates in June 1992. Table 5.19 shows the percentages of Blacks, Hispanics, Other Minorities, and Whites who were awarded each kind of credential. Statewide, Whites and Other Minorities[10] were more than three times as likely as Blacks and Hispanics to earn Regents diplomas.

In the Big 5 cities, the percentage of Whites earning Regents diplomas was more than three times the percentage of Black and Hispanics. Minority students attending schools outside the Big 5 were more successful in earning Regents diplomas. In Other City, Suburban, and Rural Districts and in nonpublic schools, the percentage of Whites earning Regents diplomas was less than twice as great as the percentage of Hispanics. In the Suburban and Rural Districts, Whites were about 2.5 times as likely as Blacks to earn Regents diplomas. In Other City Districts, Whites were three times as likely as Blacks to earn Regents diplomas. Higher percentages of Black and Hispanic graduates earned Regents diplomas in nonpublic than public schools.

Larger percentages of Blacks and Hispanics than Whites and Other Minorities were awarded IEP diplomas and certificates for students with disabilities. Statewide, 4.1 percent of Blacks and 3.6 percent of Hispanics earned IEP diplomas or certificates. Only 2.0 percent of Whites and 0.8 percent of Other Minorities were in those categories. This pattern of difference was seen in all school categories, although the differences in percentages were somewhat smaller in the Rural Districts than in other public and nonpublic schools.

In 1992, 3747 students with disabilities earned IEPs or certificates. A large number of these students earned Regents or local diplomas. Comparisons of credentials awarded to these students in 1985-86 and 1991-92 demonstrate increased participation in regular education programs. During the 1985-86 school year, 3,478 students with disabilities were awarded local high school diplomas. In the 1991-92 school year, 6,111 local, and 225 Regents-endorsed, diplomas were awarded to such students —an 82 percent increase.

Although the number of students with disabilities who receive local or Regents diplomas has increased steadily in the past six years, only half of these students currently leaving the school system receive diplomas. This rate is less than that expected, given the number of students with disabilities identified as fully capable of earning a diploma with appropriate special-education intervention. The percentage of students with disabilities who dropped out was especially high among students who were seriously emotionally disturbed or learning disabled. During the 1988-89 school year, 16,375 students with disabilities receiving special education and related services left the school system. A large portion of these students left without the necessary credentials to find satisfying and remunerative employment.

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[10] The Other Minority category includes American Indians, Alaskan Natives, Asians, and Pacific Islanders.

Data collected on students 16 to 21 years old who exited the educational system during 1985-86 suggested that pupils with disabilities tended to remain in school until the age of 19 years. Nearly 55 percent of these students received a Regents diploma or local diploma. The remaining 45 percent either left school or continued attending until they were required to leave the system at age 21.

College-Going Rate

Table 5.20 shows trends in the college-going rate of New York State high school graduates. The rate is based on the secondary school's report of the number of seniors who intend to enroll in four-year and two-year postsecondary institutions as well as other postsecondary education programs.[11] Fully 82 percent of State seniors graduating in 1991 intended to pursue some form of postsecondary education, compared to 67.3 percent in 1975. Increases in the percentage of high school graduates planning to attend a four-year institution accounted for most of the change; it increased from 38.6 percent to 50.5 percent. The percentage of graduates who planned to pursue their education at two-year institutions remained almost constant from 1975 to 1987. Since 1987, however, it has increased from 24.5 to 28.4.

A greater percentage of nonpublic than public school graduates intended to continue their education—92.1 compared to 80.1 percent. Moreover, nonpublic graduates were much more likely to plan to enroll in a four-year institution. Among 1991 nonpublic school graduates, 71.0 percent planned to attend a four-year institution, while 46.7 percent of the public school graduates had similar plans. By public school category, the college-going rate among the class of 1991, as shown in Table 5.21, was greatest for students attending high schools in New York City (84.5 percent) and Suburban Districts (81.7 percent), and lowest for students in Rural Districts (68.8 percent).

The pattern of differences among public school categories contradicts that on Regents examinations. On Regents examinations, New York City public schools generally have the smallest percentages of average enrollment passing and Rural Districts have the second largest percentages. The relatively low college-going rate in Rural Districts may reflect lesser access to postsecondary education, particularly for students wishing to commute, and higher rates of poverty than are found in Suburban Districts. The open-admissions policy at the City University of New York ensures City residents access to college.

In the New York City, the Large City, and the Suburban Districts, students in schools with 20 percent or fewer minority students were more likely to plan to attend a four-year postsecondary institution than students in schools with 81 percent or more minority students. In New York City, this difference was particularly dramatic: In the low-minority schools, 82.8 percent planned to attend four-year institutions, and 2.9 percent planned to attend two-year institutions. In contrast, in the high minority category, 52.6 percent planned to attend four-year institutions and 25.9 percent planned to attend two-year institutions.

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[11] While these are data concerning plans rather than actual behavior, a Department validation study demonstrated that the data are quite reliable.

NATIONAL PROGRAMS

There are four national programs in which New York can be compared with other states: the National Merit Scholarship Program, the Westinghouse Science Talent Search, the Advanced Placement Program, and the College Board Achievement Tests. New York students, who accounted for 7.1 percent of 1989-90 U.S. high school graduates, were significantly overrepresented among high achievers in these programs.

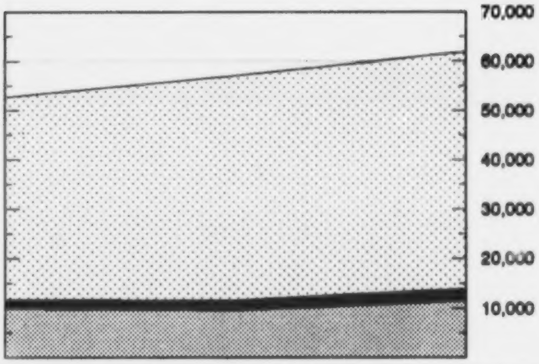
The National Merit Scholarship Program is the nation's largest independently financed competition for undergraduate college scholarships. Each year more than one million students take the Preliminary Scholastic Aptitude Test/National Merit Scholarship Qualifying Test to enter the scholarship competition. About 35,000 were commended for their performance, and 15,000 were named semifinalists. A criterion for selecting semifinalists is established for each state so that the number of semifinalists is proportional to the population of the state. A national criterion, however, is established for commendation; and New York State had a disproportionate share (10.4 percent) of the commended students in the 1993 merit program.

The Westinghouse Science Talent Search endeavors to identify those high school seniors who have the greatest potential to become research scientists and engineers. Entries submitted by about 1,400 contestants are judged in this competition. Winners and those in the Honors Group, who are recognized for the quality of their entries, are frequently offered university and college scholarships. New York students comprised 42.3 percent of the 1992 Honors Group and 50.0 percent of the winners.

The Advanced Placement Program of the College Board consists of course syllabi and examinations in 16 disciplines, through which high school students may earn college credit at postsecondary institutions throughout the country. In 1991, about 351,000 students nationwide and 41,369 New York State students participated in this program. These New Yorkers took 61,806 Advanced Placement Examinations, 11.8 percent of the examinations written nationally (Figure 5.16). Of these examination takers, 93 percent were public school students and 95 percent of these students attended schools outside of New York City. Between 1989 and 1991 the number of students taking AP examinations increased by 15 percent and the number of examinations taken increased by 17 percent. Students who complete three or more AP examinations, based on full-year courses, with a grade of 3.0 or higher are designated AP Scholars. In 1991, 13.4 percent of national AP Scholars were New York State students.

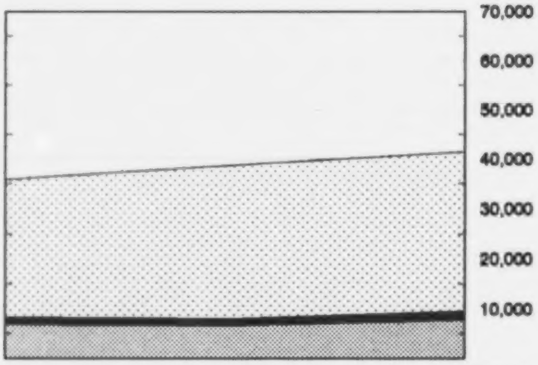
The College Entrance Examination Board's testing program includes achievement tests which many colleges and universities use in admission decisions. The tests are rigorous measures of achievement in 14 different subject areas. In New York State's senior class of 1992, 25,295 students wrote 70,737 achievement tests. New York students have always performed very well on the achievement tests, and the class of 1992 was no exception. As shown in Table 5.22, the average score earned by the State's college-bound seniors on all tests combined was 11 points higher than the national average, ranging from 34 points higher on the American History achievement test to equal on the Latin examination.

Figure 5.16A
Advanced Placement Examinations
Written by New York State
Public and Nonpublic Students
1989-1991



Year		1989	1990	1991
Nonpublic	▨	9,788	9,437	11,526
Public (New York City)	■	1,922	2,093	2,381
Public (Rest of State)	░	40,911	45,508	47,899
Total State		52,621	57,038	61,806

Figure 5.16B
Advanced Placement Candidates
Public and Nonpublic
New York State
1989-1991



Year		1989	1990	1991
Nonpublic	▨	6,850	6,535	7,799
Public (New York City)	■	1,338	1,472	1,656
Public (Rest of State)	░	27,672	30,670	31,914
Total State		35,860	38,677	41,369

SCHOLASTIC APTITUDE TEST

Each year about one million college-bound students nationwide take the Scholastic Aptitude Test (SAT), administered by the College Board's Admissions Testing Program. There are two components to the SAT: the verbal test measures vocabulary and reading comprehension skills, and the mathematics test measures the ability to solve problems involving arithmetic reasoning, algebra, and geometry.

The SAT is intended to predict students' performance in college; it measures abilities that are developed over years of study and use, both in and out of school. Since it does not measure achievement in a particular curriculum, it is not an appropriate measure of a given instructional program's quality and effectiveness.

In New York State, approximately 119,000 students, or 75 percent of the senior class of 1992, took the SAT during their high school years. The mean composite score for these students was 882.[12] Table 5.23 shows the trend in SAT verbal, mathematics, and composite performance between 1978 and 1992. The mean verbal score decreased steadily from 1978 to 1990, reaching a low of 412. A one-point increase in 1991 was followed by a three-point increase in 1992. During this time, the mathematics mean has fluctuated between 466, the 1992 mean, and 471. The 1992 composite score was 20 points lower than the 1978 composite score.

Figure 5.17 shows the percentage of SAT-takers in the class of 1992 who attended public, religiously affiliated, and independent schools, while Figure 5.18 displays the mean verbal and mathematics scores for each of these groups. Students attending independent nonpublic schools achieved the highest mean scores on both the verbal and mathematics sections of the test. Public school students achieved somewhat higher mathematics scores than students from religiously affiliated schools; the opposite was true for verbal scores.

The SAT is generally written by students who intend to apply to competitive colleges and universities. Statistics indicated that minorities were not proportionately represented among New York high school students taking the SAT: 70.7 percent were White, 11.4 percent Black, 8 percent Hispanic, and 9.8 percent from other minority groups. Figure 5.19 compares these figures with the percentages of minorities among high school seniors in New York State. Blacks and Hispanics were underrepresented among SAT-takers in comparison to their proportion of the population.

Mean SAT scores for the class of 1992 differed significantly according to race/ethnicity (Table 5.24). Blacks received the lowest mean scores on both the verbal and mathematics components—359 and 386, respectively. Their mean composite score was 179 points lower than that for Whites, compared to a 186-point difference in 1990. The composite score for Hispanics was 155 points lower than the composite score for Whites. Other Minorities achieved composite scores much closer to those of Whites (919 compared to 924).

A College Board[13] analysis of self-reported data from New York students taking the SAT in 1985 suggested that socioeconomic factors influence the racial/ethnic differences in SAT scores. New York State's Black and Hispanic students taking the test, who as a group received lower scores than Whites, reported significantly lower parental incomes than Whites taking the test. More than one-third

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[12] If students took the test more than once, their most recent score was used in this calculation.

[13] Admissions Testing Program, *New York: College-Bound Seniors, 1985* (Princeton, NJ: The College Board, 1986).

Figure 5.17
Percent of SAT Takers by Type of High School
New York State
Senior Class of 1992

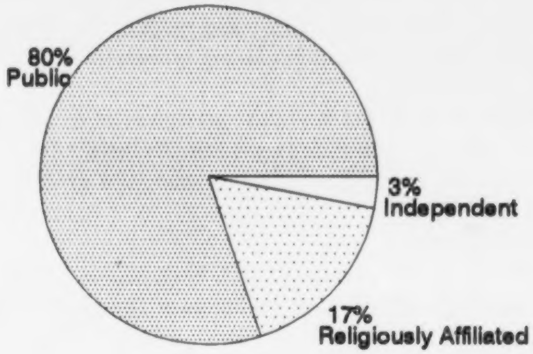


Figure 5.18
Mean Score of SAT Takers by Type of High School*
New York State
Senior Class of 1992

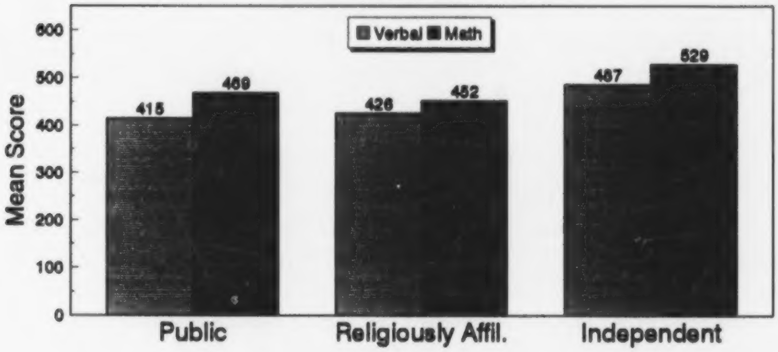
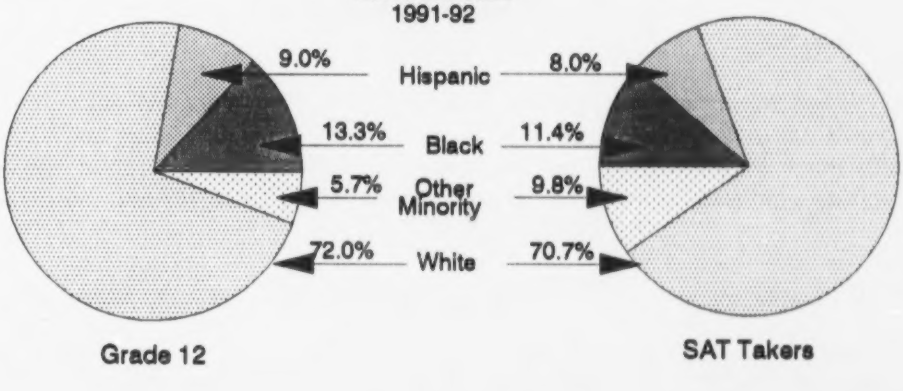


Figure 5.19
Distribution of Public and Nonpublic
High School Seniors and SAT Takers
by Racial/Ethnic Group
New York State
1991-92



(35.2 percent) of Black students and almost one-half (45.6 percent) of Hispanic students reported parental income below $12,000. In contrast, only 8.8 percent of Whites reported parental income this low.

SAT scores for the class of 1992 demonstrated significant differences between New York State male and female students (Table 5.23). Slightly more females than males took the SAT: 53 percent of those tested were female. Males scored 51 points higher on the combined tests than females. Approximately 82 percent of the difference in the composite scores (42 points) was accounted for by the difference in scores for the mathematics component. The pattern of gender differences in class of 1992 SAT scores is consistent with the patterns seen in sample prior years of 1978 and 1983. While the verbal scores of males and females rose in 1992, the male verbal score was 14 points lower—and the female verbal score 15 points lower—than in 1978. During this period, males' advantage over females in mathematics scores has decreased slightly.

The lower SAT performance of females may be partially accounted for by differences between the male and female populations of test-takers. Women from families of lower socioeconomic status as indicated by income and parental education are more likely than men from similar families to take the SAT. In New York State's 1991 senior class, 63 percent of test-takers reporting that their families were in the lowest income bracket (under $10,000) were female. In contrast, only 47 percent of test-takers reporting the highest income bracket ($70,000 or more) were female. In addition, of those test-takers who reported that their parents had not earned a high school diploma, 60 percent were female. Since SAT performance correlates highly with parental income and education, the fact that more female test-takers report coming from families with low incomes and less education may explain some of the gap in mean performance between males and females. The greater number of female test-takers from lower-income, lower-education families does not explain, however, the small number of female test-takers relative to male-test takers who earn scores above 700 on the verbal and mathematics sections.

SUMMARY

The performance of New York State students was compared with that of national students on two assessments, the National Education Longitudinal Study of 1988 (NELS:88) and the National Assessment of Educational Progress (NAEP). The two studies yielded conflicting results. The NELS assessment placed New York State students somewhat above the national average in reading and mathematics proficiency, while NAEP results placed State students exactly at the national average of mathematics proficiency.

In 1992, 29.8 percent of high school completers earned Regents-endorsed diplomas. An additional 6.2 percent earned Regents diplomas with honors. The percentages earning other credentials were as follows: local diplomas, 61.3 percent; IEP diplomas, 2.6 percent; and certificates, 0.1 percent. Smaller percentages of students earned Regents diplomas in New York City and the Large City Districts than in other public schools. Black and Hispanics were less successful than Whites and Other Minorities in earning Regents diplomas.

New York State students continued to do well compared with other states in the National Merit Scholarship program, the Westinghouse Science Talent Search, the Advanced Placement Program, and the College Board Achievement Tests. The mean composite SAT score for the State senior class of 1992 was 882, reflecting a three-point increase on the verbal section and a two-point decrease on the mathematics section compared with the previous year. Males, however, achieved substantially higher SAT scores than females.

TABLE 5.17

TOTAL NUMBER OF SECONDARY SCHOOLS* AND PERCENT AWARDING REGENTS DIPLOMAS

NEW YORK STATE
1988-89 TO 1991-92

Sector/Location	1988-89		1989-90		1990-91		1991-92	
	Number of Schools	% Awarding Regents Diplomas	Number of Schools	% Awarding Regents Diplomas	Number of Schools	% Awarding Regents Diplomas	Number of Schools	% Awarding Regents Diplomas
Public								
New York City	134	77%	134	75%	137	74%	138	72%
Large City Districts	39	69	37	76	37	73	37	73
Other City Districts	66	94	67	93	66	92	66	92
Suburban Districts	402	97	402	98	403	97	404	97
Rural Districts	220	99	219	100	218	99	216	100
Total Public	861	93	859	93	861	93	861	92
Nonpublic								
New York City	220	41%	224	38%	232	40%	231	42%
Other Nonpublic	334	26	324	27	318	28	308	28
Total Nonpublic	554	32	548	32	550	33	539	34
Total State	1,415	69%	1,407	69%	1,411	69%	1,400	70%

* Secondary school is any school with a twelfth-grade enrollment.

TABLE 5.18

PERCENT OF HIGH SCHOOL COMPLETERS RECEIVING REGENTS-ENDORSED DIPLOMAS (WITH AND WITHOUT HONORS), OTHER LOCAL DIPLOMAS, IEP DIPLOMAS, AND CERTIFICATES BY GENDER

NEW YORK STATE
JUNE 1992

Sector/Location and Diplomas/Certificates	Gender		Total
	Male	Female	
New York City			
Regents-Endorsed Local Diplomas	14.2	14.4	14.3
Regents-Endorsed Local Diplomas With Honors	4.2	4.5	4.4
Other Local Diplomas	78.2	79.0	78.6
IEP Diplomas	3.2	2.0	2.6
Certificates	0.2	0.1	0.1
Large City Districts			
Regents-Endorsed Local Diplomas	16.4	18.8	17.7
Regents-Endorsed Local Diplomas With Honors	0.9	2.6	1.8
Other Local Diplomas	75.8	74.2	74.9
IEP Diplomas	6.7	4.3	5.5
Certificates	0.2	0.1	0.1
Other City Districts			
Regents-Endorsed Local Diplomas	29.4	33.9	31.7
Regents-Endorsed Local Diplomas With Honors	5.8	6.6	6.2
Other Local Diplomas	61.2	57.0	59.1
IEP Diplomas	3.4	2.4	2.9
Certificates	0.2	0.1	0.1
Suburban Districts			
Regents-Endorsed Local Diplomas	35.6	39.5	37.5
Regents-Endorsed Local Diplomas With Honors	7.0	7.4	7.2
Other Local Diplomas	54.7	51.4	53.0
IEP Diplomas	2.6	1.7	2.2
Certificates	0.1	0.0	0.1
Rural Districts			
Regents-Endorsed Local Diplomas	30.0	34.3	32.1
Regents-Endorsed Local Diplomas With Honors	5.9	7.3	6.6
Other Local Diplomas	59.6	55.9	57.8
IEP Diplomas	4.2	2.4	3.3
Certificates	0.3	0.1	0.2
Total Public			
Regents-Endorsed Local Diplomas	28.7	31.0	29.8
Regents-Endorsed Local Diplomas With Honors	5.9	6.4	6.2
Other Local Diplomas	62.2	60.5	61.3
IEP Diplomas	3.1	2.0	2.6
Certificates	0.1	0.1	0.1

TABLE 5.19

PERCENT OF HIGH SCHOOL COMPLETERS RECEIVING REGENTS-ENDORSED LOCAL DIPLOMAS, OTHER LOCAL DIPLOMAS, IEP DIPLOMAS AND CERTIFICATES BY RACIAL/ETHNIC GROUP

NEW YORK STATE
JUNE 1992

Sector/Location and Diplomas/Certificates	Race/Ethnicity			
	Black	Hispanic	Other Minority*	White
Public				
New York City				
Regents-Endorsed Local Diplomas	9.7%	7.9%	36.7%	31.3%
Other Local Diplomas	86.9	88.1	62.8	66.9
IEP Diplomas	3.2	3.8	0.5	1.7
Certificates	0.2	0.2	0.0	0.1
Large City Districts				
Regents-Endorsed Local Diplomas	10.0%	10.5%	26.4%	29.5%
Other Local Diplomas	82.7	82.0	72.4	66.5
IEP Diplomas	7.2	7.5	1.2	3.8
Certificates	0.1	0.0	0.0	0.2
Other City Districts				
Regents-Endorsed Local Diplomas	13.1%	22.3%	50.2%	41.5%
Other Local Diplomas	80.7	74.2	47.7	55.9
IEP Diplomas	5.3	3.3	2.1	2.6
Certificates	0.9	0.2	0.0	0.0
Suburban Districts				
Regents-Endorsed Local Diplomas	18.7%	24.1%	54.3%	46.6%
Other Local Diplomas	74.8	71.8	44.6	51.5
IEP Diplomas	6.2	3.9	1.0	1.9
Certificates	0.3	0.2	0.1	0.0
Rural Districts				
Regents-Endorsed Local Diplomas	16.5%	22.9%	46.7%	39.1%
Other Local Diplomas	79.8	72.8	49.3	57.4
IEP Diplomas	3.7	4.3	4.0	3.3
Certificates	0.0	0.0	0.0	0.2
Total Public				
Regents-Endorsed Local Diplomas	11.7%	11.9%	42.2%	43.2%
Other Local Diplomas	83.8	84.8	57.0	54.5
IEP Diplomas	4.3	3.9	0.8	2.2
Certificates	0.2	0.2	0.0	0.1

* Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 5.19 (continued)

PERCENT OF HIGH SCHOOL COMPLETERS RECEIVING REGENTS-ENDORSED LOCAL DIPLOMAS, OTHER LOCAL DIPLOMAS, IEP DIPLOMAS AND CERTIFICATES BY RACIAL/ETHNIC GROUP

NEW YORK STATE
JUNE 1992

Sector/Location and Diplomas/Certificates	Race/Ethnicity			
	Black	Hispanic	Other Minority*	White
Nonpublic				
New York City				
Regents-Endorsed Local Diplomas	14.0%	20.5%	33.9%	33.3
Other Local Diplomas	85.4	78.9	65.5	66.5
IEP Diplomas	0.6	0.6	0.6	0.1
Certificates	0.0	0.0	0.0	0.1
Other Nonpublic				
Regents-Endorsed Local Diplomas	20.0%	25.0%	30.3%	40.5
Other Local Diplomas	78.1	72.9	68.5	59.1
IEP Diplomas	1.7	2.1	1.2	0.4
Certificates	0.2	0.0	0.0	0.0
Total Nonpublic				
Regents-Endorsed Local Diplomas	15.4%	21.1%	32.6%	36.8
Other Local Diplomas	83.7	78.1	66.6	63.0
IEP Diplomas	0.9	0.8	0.8	0.2
Certificates	0.0	0.0	0.0	0.0
Total State				
Regents-Endorsed Local Diplomas	12.1%	13.4%	41.1%	42.3
Other Local Diplomas	83.8	83.0	58.1	55.7
IEP Diplomas	3.9	3.4	0.8	1.9
Certificates	0.2	0.2	0.0	0.1

* Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 5.20

TRENDS IN COLLEGE-GOING RATE

NEW YORK STATE
1975 TO 1991

Category	Entering Postsecondary Education in the Fall of						
	1975	1980	1987	1988	1989	1990	1991
Percent of Public High School Graduates Entering							
Degree-Granting Institutions							
4-year	35.3 %	37.8 %	42.6 %	44.4 %	43.9 %	44.7 %	46.7 %
2-year	25.2	24.7	26.3	27.3	28.9	29.4	30.9
Total	60.5	62.5	68.9	71.7	72.8	74.1	77.6
Other Postsecondary	3.9	3.8	3.5	3.1	3.0	2.5	2.5
Total Postsecondary	64.4 %	66.3 %	72.4 %	74.8 %	75.8 %	76.6 %	80.1 %
Percent of Nonpublic High School Graduates Entering							
Degree-Granting Institutions							
4-year	57.1 %	64.7 %	68.8 %	68.6 %	69.8 %	70.9 %	71.0 %
2-year	21.1	16.2	15.1	14.9	14.7	14.3	15.2
Total	78.2	80.9	83.9	83.5	84.5	85.2	86.2
Other Postsecondary	5.8	5.6	4.8	5.7	5.3	5.3	5.9
Total Postsecondary	84.0 %	86.5 %	88.7 %	89.2 %	89.8 %	90.5 %	92.1 %
Percent of Public and Nonpublic High School Graduates Entering							
Degree-Granting Institutions							
4-year	38.6 %	41.3 %	46.7 %	48.2 %	47.9 %	48.7 %	50.5 %
2-year	24.6	23.6	24.5	25.4	26.7	27.1	28.4
Total	63.2	64.9	71.2	73.6	74.6	75.8	78.9
Other Postsecondary	4.1	4.1	3.7	3.5	3.3	2.9	3.1
Total Postsecondary	67.3 %	69.0 %	74.9 %	77.1 %	77.9 %	78.7 %	82.0 %

TABLE 5.21

COLLEGE-GOING RATE OF PUBLIC HIGH SCHOOL GRADUATES BY LOCATION AND MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE

1990-91

Location/Minority Composition of School	Percent to 4-Year College	Percent to 2-Year College	Percent to Other Postsecondary
New York City			
0 - 20 percent	82.8 %	2.9 %	0.8 %
21 - 40 percent	66.2	15.6	5.1
41 - 60 percent	65.4	21.6	2.2
61 - 80 percent	59.6	24.7	3.9
81- 100 percent	52.6	25.9	3.4
Total	57.4	23.9	3.2
Large City Districts			
0 - 20 percent	*	*	*
21 - 40 percent	36.4 %	46.5 %	0.7 %
41 - 60 percent	43.4	30.3	1.6
61 - 80 percent	36.1	24.7	5.4
81- 100 percent	32.8	30.9	5.8
Total	38.9	29.0	3.5
Other City Districts			
0 - 20 percent	36.0 %	39.1 %	2.4 %
21 - 40 percent	37.1	35.6	1.7
41 - 60 percent	48.5	28.2	1.4
61 - 80 percent	33.7	53.1	4.0
81- 100 percent	38.7	18.5	2.8
Total	37.4	36.9	2.2
Suburban Districts			
0 - 20 percent	47.0 %	32.4 %	2.1 %
21 - 40 percent	56.9	26.3	2.2
41 - 60 percent	46.1	33.4	3.9
61 - 80 percent	46.7	30.1	1.1
81- 100 percent	41.4	27.2	3.4
Total	47.6	31.9	2.2
Rural Districts			
0 - 20 percent	28.8 %	37.6 %	2.5 %
21 - 40 percent	29.1	34.1	1.8
41 - 60 percent	25.9	37.0	4.9
61 - 80 percent	*	*	*
81- 100 percent	*	*	*
Total	28.8	37.5	2.5
Total State			
0 - 20 percent	43.2 %	33.7 %	2.2 %
21 - 40 percent	50.3	28.7	2.4
41 - 60 percent	56.2	26.0	2.3
61 - 80 percent	53.1	25.7	3.9
81- 100 percent	51.3	25.9	3.5
Total	46.7	30.9	2.5

*No high schools in this category.

Minority Composition = Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian and Alaskan Native students divided by total enrollment.

TABLE 5.22

COMPARISON OF NEW YORK STATE AND NATIONAL AVERAGES ON COLLEGE BOARD ACHIEVEMENT TESTS

SENIOR CLASS OF 1992

Achievement Test	Average Score			Number Written in New York State
	New York State	National	Difference	
English Composition	529	521	+ 8	19,499
Literature	538	529	+ 9	1,878
Spanish	561	555	+ 6	2,554
French	564	555	+ 9	1,677
Latin	554	554	0	273
German	586	567	+19	185
Modern Hebrew	649	641	+ 8	323
Mathematics Level I	576	547	+29	16,022
Mathematics Level II	677	663	+14	4,553
Biology	586	561	+25	11,158
Physics	608	604	+ 4	2,362
Chemistry	586	577	+ 9	4,466
American History	571	537	+34	4,961
European History	558	550	+ 8	826
All Tests Combined	560	549	+11	70,737

Note: This table includes achievement tests written by 25,295 seniors in the class of 1992 throughout their high school careers.

TABLE 5.23

SAT SCORES FOR PUBLIC AND Nonpublic HIGH SCHOOL SENIORS BY GENDER

NEW YORK STATE
1978, 1983, 1989 THROUGH 1992

Gender and Year	Verbal	Math	Combined
Male			
1978	435	496	931
1983	428	490	918
1989	428	494	922
1990	418	493	911
1991	417	489	906
1992	421	488	909
Female			
1978	427	447	874
1983	416	444	860
1989	411	449	860
1990	407	450	857
1991	409	449	858
1992	412	446	858
Total			
1978	431	471	902
1983	422	466	888
1989	419	471	890
1990	412	470	882
1991	413	468	881
1992	416	466	882

TABLE 5.24

SAT SCORES FOR PUBLIC AND NONPUBLIC HIGH SCHOOL SENIORS BY RACIAL/ETHNIC GROUP

NEW YORK STATE
SENIOR CLASS OF 1992

Racial/Ethnic	Number of Takers	Verbal	Math	Combined
Black	11,712	359	386	745
Hispanic	8,186	369	400	769
Other Minority*	10,088	409	510	919
White	72,462	438	486	924
No Response	16,680	**	**	**
Total (All Seniors)	119,128	416	466	882

* Includes American Indian, Alaskan Native, Asian and Pacific Islander.
** Not available from College Board.

CHAPTER VI: ATTENDANCE AND HIGH SCHOOL COMPLETION

Beyond its inherent message of failure for thousands of young people—and for the schools that serve them—dropping out of school has become an urgent public policy issue. As of October 1991, 3.9 million young persons ages 16 to 24 had not completed nor were currently enrolled in high school, posing an economic risk for the nation.[1] A high school education provides the minimum skills and knowledge needed by most people to function productively as adults and to compete successfully in the work force; young people who do not complete high school are at a great disadvantage. Dropouts have far higher unemployment rates than high school graduates; when employed, they earn less, are more likely to be in semiskilled manual jobs, and work at jobs with poorer working conditions.[2] The social and personal costs of not completing high school are also enormous: foregone income tax revenues; decreased productivity; increased demand for, and reliance on, social services; increased probability of criminal activity; reduced political participation; and generally, poorer health.[3]

In addition, the minimum educational requirements of the work place are constantly rising because of expanding international interdependency and competition, the explosive growth of knowledge, and the rapid application of technology. These structural changes in the marketplace are greatly reducing the demand for manual and semiskilled labor, traditionally the most available employment opportunities for high school dropouts.

The serious consequences of dropping out have challenged educators to improve the retention power of schools and to provide alternative education programs for young adults who drop out. The Regents have expressed their concern by stipulating in the New Compact that at least 90 percent of all young people will earn a high school diploma by age 21 (Strategic Objective 3). This chapter begins by describing measures of high school completion, current knowledge about the incidence of dropping out, the characteristics of students who drop out, and school factors that contribute to the problem based on national and State studies. The next sections provide, statewide and by school category, statistics on attendance and dropouts collected by the Department. Statistics on attendance are included in this chapter because of the strong association between attendance and dropping out. The chapter concludes with a discussion of alternative educational programs and High School Equivalency Diplomas.

MEASURING HIGH SCHOOL COMPLETION

To assess efforts at improving student retention, accurate and consistent measures of the incidence of dropping out are necessary. One major obstacle to collecting data on dropouts is the lack of a standard definition. Should all premature school leavers be defined as dropouts? What about students not enrolled in a regular school program who are pursuing formal education through general education development classes, alternative night schools, the military, or community colleges? Where a standard definition

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[1] National Center for Education Statistics, U.S. Department of Education, *Dropout Rates in the United States: 1991* (Washington, D.C.: National Center for Education Statistics, U.S. Department of Education, September 1992), NCES 92-129.

[2] U. S. General Accounting Office, *School Dropouts: The Extent and Nature of the Problem* (Washington, D.C.: author, June 1986), 22-26.

[3] Russell W. Rumberger, "High School Dropouts: A Review of the Issues and Evidence," *Review of Educational Research* 57 (1987): 114-115.

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exists, districts may not always know whether a student has transferred to another program or dropped out. A related issue is timing: At what point does a youth's status change from chronic truant to dropout?

The incidence of dropping out is measured in a variety of ways. Three measures are discussed in this report. The first, the *status dropout rate*, conforms to our intuitive notion of what we mean by dropout rate: that is, the number of individuals at a given time in a given age group who are not enrolled in school and have not earned a diploma or its equivalent. The status dropout rate is important because it indicates the extent of the problem in the population and provides a basis for planning alternative programs for preparing dropouts to participate fully in society.

Status dropout rates, however, are not sensitive to year-to-year changes in the number of students leaving schools and thus cannot be used to evaluate the short-term success of dropout prevention efforts. Therefore, an alternative measure, the *event dropout rate*, is currently used for measuring retention power in the State and the nation. It represents the share of students who leave without completing high school during a single year. The event (or annual) dropout rate can be calculated using statistics that are readily available for all high schools; it is easily usable when computing statistics at the district, regional, and state levels.

The event dropout rate, however, does not address the number who return to school at some later date and eventually graduate or earn High School Equivalency Diplomas. To determine patterns of leaving and reentering school, educators must track the progress of individual students through their educational careers. This longitudinal tracking allows the computation of a *cohort dropout rate*, indicating the educational outcomes of a single group (or cohort) of students. Deriving cohort statistics requires a commitment to tracking former students that has previously been considered too burdensome for most schools, districts, and states. Thus, traditionally, cohort dropout rates have been available only from longitudinal research studies, such as those sponsored by the U.S. Department of Education. Cohort rates are also now available from districts such as New York City that have automated student record systems that track students as they progress through school. The Department is developing a statewide individual student database, which will allow it to compute statewide cohort graduation and dropout rates and facilitate district or school calculation of these rates. (See Appendix A for more information on the development of the statewide depository.)

NATIONAL STUDIES OF HIGH SCHOOL COMPLETION

Based on data from the Current Population Survey, national event and status dropout rates have been calculated. In 1991 some 348,000 15- through 24-year-olds in grades 10 through 12 dropped out of school, yielding an *event dropout rate* of 4.0 percent. The *status dropout rate* for young adults ages 16 to 24 was 12.5 percent. In this age group, 3.9 million persons were not enrolled in school and did not have a diploma. These rates demonstrate some improvement since 1980. Fewer students left school prematurely in 1991 than in 1980 when 6.2 percent of 15- through 24-year-olds dropped out. Consequently, fewer young adults in 1991 than 1980 had failed to complete high school. In 1980, 14.1 percent of 16- to 24-year-olds were considered dropouts.

The U.S. Department of Education has sponsored two national longitudinal studies that collected information on students at several points during their educational careers and beyond and thus yielded cohort dropout rates. In 1980, the *High School and Beyond* (HS&B) study surveyed more than 22,500 sophomores nationwide regarding their personal backgrounds, educational aspirations, and attitudes toward school. Two, four, and six years later, this same sample of young people was surveyed again.

The databases developed through these surveys have been widely used by researchers to study the dropout problem. The *National Education Longitudinal Study of 1988* (NELS:88), which surveyed approximately 26,000 eighth-grade students, their parents, teachers, and school principals, provides trend data about critical transitions experienced by young people as they develop, attend school, and embark on careers. It also examines the contextual factors associated with dropping out, especially school-related ones. Statistics on early dropouts were obtained when this sample of students was resurveyed in 1990 and 1992 to determine their educational progress over the previous years.

HS&B provided a cohort dropout rate for the national graduating class of 1982: 17 percent of public school students enrolled as high school sophomores in spring 1980 did not graduate with their class in 1982.[4] By 1986, according to an HS&B follow-up study, 92 percent of the sophomore class of 1980 had earned diplomas. In addition to the 83 percent that had graduated with their class in 1982, another six percent earned diplomas in the next year; and another three percent earned diplomas between 1983 and 1986. The HS&B sample does not include those who dropped out before the sophomore-year survey and thus underestimates the true dropout rate. An estimate of the percentage of students who drop out between eighth and tenth grades is available from NELS:88. In that sample, 6.8 percent dropped out during that period. Until additional follow-ups are completed, there is no way to determine how many of these young dropouts reenter and eventually complete school.

Who Drops Out?

To reduce the incidence of dropping out, we must understand the factors that place students at risk. Information on the correlates of dropping out is available from longitudinal studies of secondary students. This section, based on the HS&B surveys, reviews four categories of risk factors: family background, student performance and progress, student behaviors and choices, and school factors.

Background Factors. Family structure and socioeconomic status significantly affect the probability of dropping out. In the HS&B study, students whose parents' occupations were in the laborer, operative, and service worker classifications were substantially more likely to drop out than students with parents in higher-level occupations. Each additional year of education attained by the father and mother *decreased* the probability of dropping out. Living in a single-parent family increased the probability of dropping out, with the absence of the mother having a greater effect than the absence of the father, and the absence of both parents doubling the likelihood of dropping out. The probability of dropping out increased as the number of siblings in the home increased, with the exception that only children were more likely to drop out than students with one to three siblings. Students whose mothers worked only during the students' elementary school years were more likely to drop out than students whose mothers worked during both elementary and secondary school years; students whose mothers did not work were least likely to drop out.[5]

HS&B provides a composite socioeconomic status measure based on father's occupation and education, mother's education, family income (reported by students), and the number of eight household possessions in the home. The proportion of students graduating with their class increased with family socioeconomic status: 94 percent of students judged to have high socioeconomic status graduated on time compared to 90, 86, and 81 percent of students with medium-high, medium-low, and low socioeconomic status.

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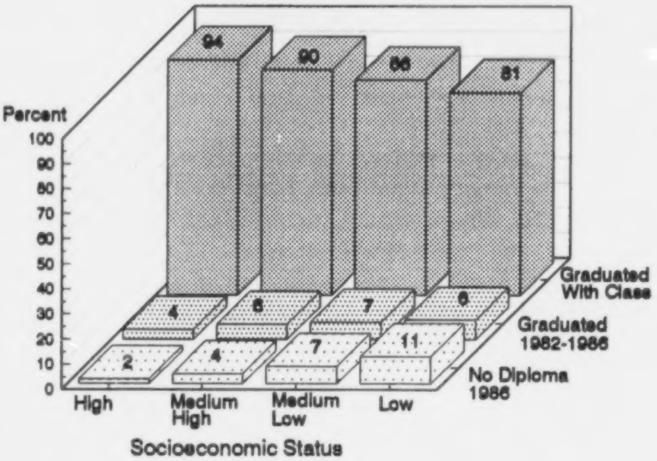
[4] Eva Eagle, Robert A. Fitzgerald, Antoinette Gifford, John Zuma, and C. Dennis Carroll, *A Descriptive Summary of 1980 High School Sophomores: Six Years Later* (Washington, D.C.: National Center for Education Statistics, U.S. Department of Education, June 1988).

[5] Stephen M. Barro and Andrew Kolstad, *Who Drops Out?: Findings from High School and Beyond* (Washington, D.C.: U.S. Department of Education, Center for Education Statistics, 1987).

The 1986 status of students in each socioeconomic quartile is shown in Figure 6.1. Family socioeconomic status had a greater effect on the timing of high school completion than on final completion rates. By 1986, the disparity between highest and lowest quartiles had been reduced from 13 to 9 percentage points.

Figure 6.1
National High School Completion Rates
by Socioeconomic Status
Sophomore Class of 1980



School Performance and Ability Measures. The dropout rate decreased substantially as performance on the HS&B ability test improved. Twenty-six percent of students in the lowest ability quartile dropped out, compared with three percent of students in the highest quartile. The association between high school grades and dropping out was even stronger. Only 1.4 percent of students reporting mostly A's dropped out, while 35 percent with C's and D's, and 83 percent with less than D's, dropped out.

Failure to progress through school with agemates increased the probability of dropping out. Students who had repeated a grade before high school were more likely to drop out than students who had not, 27 percent compared with 12 percent. A related measure, age at start of ninth grade, was also associated with dropping out. Forty-two percent of students who had been 15-1/2 or older when they began ninth grade dropped out, compared with fewer than 13 percent at the modal age of 14 or younger.

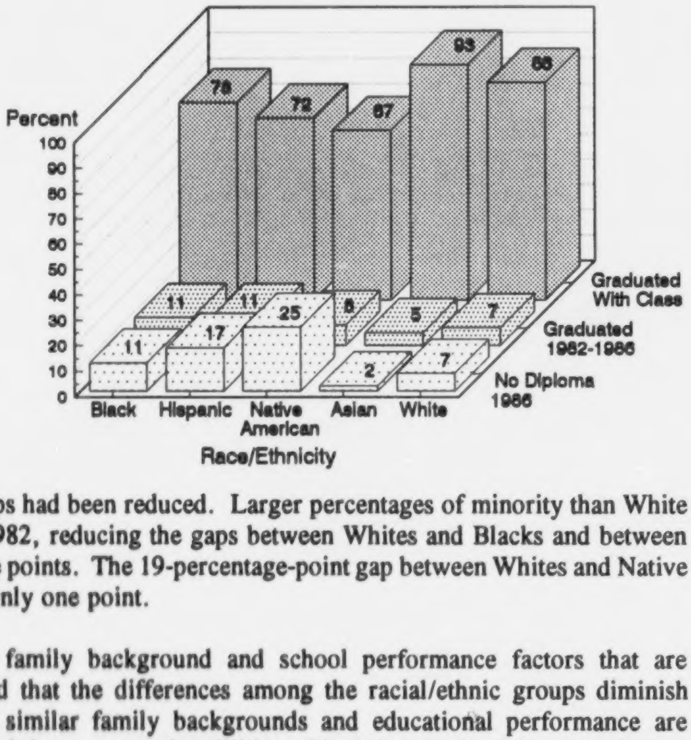
Student Behaviors and Choices. Using data from the 1980 and 1982 HS&B surveys, researchers demonstrated the association of antisocial behavior, working, pregnancy, and marriage with dropping out. The connection between antisocial behavior and dropping out was especially clear and consistent, even with background and school variables held constant. The presence of each indicator (disciplinary problems, suspension or probation, or serious problems with the law) multiplied the probability of dropping out by five. Working during the school year was associated with dropping out if the number of hours worked exceeded 14.

Marriage significantly increased the probability of dropping out for both males and females. Married females without children were four times as likely as unmarried females to drop out; with children, they were six times as likely to drop out. Married males without children were two times, and married males with children were four times, as likely to drop out as unmarried males. A female unmarried parent was twice as likely to drop out as other unmarried females, but parenting had no effect on unmarried male dropouts.

School Factors. The HS&B study collected information on such school characteristics as enrollment, programs, teacher-pupil ratios, percent Black enrollment, teacher turnover rate, and competency testing. Only school size (enrollment) and teacher turnover rate were significantly related to school completion with personal and other background factors controlled. Larger schools and schools with greater rates of teacher turnover had higher dropout rates.

Gary Wehlage and Robert Rutter[6] reanalyzed the HS&B data to determine how the interaction between schools and youth-at-risk contributes to the dropout problem. Students dropped out between tenth and twelfth grades despite their expectation in tenth grade that they would complete high school and pursue postsecondary study. Many students, the college-bound as well as dropouts, reported perceiving that teachers were not particularly interested in students and that school discipline was neither effective nor fair. Since students from unstable or disadvantaged backgrounds tend to have the most encounters with the school discipline system as well as the most experience with academic failure, it is not surprising that they become alienated from schools and perceive the world of work or child rearing as more attractive and potentially more rewarding. The authors suggest policy reforms that would enable schools to deal more effectively with youth at risk. These reforms include overhauling the discipline system and redefining school work to allow more students to achieve success.

Figure 6.2
National High School Completion Rates
by Race/Ethnicity
Sophomore Class of 1980



Disparities between Majority and Minority Rates. Minority students are disproportionately likely to leave school prior to graduation. In the HS&B sample, Blacks, Hispanics, and Native Americans were significantly less likely to have completed high school than White and Asian students (Figure 6.2). While 93 percent of Asians graduated with their class only 67 percent of Native Americans did so. The percentages for other racial/ethnic groups were as follows: Hispanics, 72 percent; Blacks, 78 percent; and Whites, 86 percent. Like the disparities in graduation rates among socioeconomic quartiles, by 1986, the disparities among racial/ethnic groups had been reduced. Larger percentages of minority than White graduates earned their diplomas after 1982, reducing the gaps between Whites and Blacks and between Whites and Hispanics by four percentage points. The 19-percentage-point gap between Whites and Native Americans, however, was reduced by only one point.

When researchers control for family background and school performance factors that are associated with dropping out, they find that the differences among the racial/ethnic groups diminish greatly. In fact, when students with similar family backgrounds and educational performance are compared, Blacks have a lower estimated dropout rate than Whites; Black females have lower estimated rates than any other group; and Hispanics have slightly higher rates than Whites. The influence of race/ethnicity is indirect, acting through its influences on socioeconomic status and other family characteristics.

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[6] Gary Wehlage and Robert Rutter, "Dropping Out: How Much Do Schools Contribute to the Problem?" *Teachers College Record* 87 (1986): 374-392.

The associations of family background and school performance with dropping out varied among demographic groups. For example, in the HS&B sample, as a whole, the likelihood of dropping out was proportionately related to HS&B ability quartile. The pattern for Black females was different: those in any of the three highest quartiles dropped out at uniformly low rates of three to five percent, while 20 percent in the lowest quartile dropped out.

While minority students drop out at higher rates than White students, the majority of students who dropped out nationally in 1991 were White. According to 1991 Current Population Survey data, 57 percent of dropouts were White; 64 percent lived in middle- or high-income households; and 59 percent lived in suburban or nonmetropolitan areas.

Reported Reasons for Dropping Out. In response to HS&B inquiries about why they left school, about one-third of dropouts reported that they had poor grades; similar proportions reported that "school was not for me." Young males, compared with females, were much more likely to report having dropped out to take a job, 27 percent compared with 11 percent. Young women, in contrast, were more likely to leave school for family-related reasons: 31 percent reported being married or planning to get married; 23 percent were pregnant.[7] Because the factors that predispose students to dropping out are complex and develop over a long time, it cannot be assumed that dropouts have objectively assessed and reported the influence of these factors on the emotionally-charged decision to leave school.

STUDIES OF NEW YORK STATE STUDENTS

The State Education Department's capacity to report accurately on the high school completion rates of New York State students will undoubtedly improve due to the Department's collaboration with the U.S. Department of Education's National Center for Education Statistics in the administration of NELS:88. The New York State schools included in the national sample were selected to be representative of the State as a whole so that findings could be generalized to the population of the State's students in the same grade cohort. Moreover, the New York State sample has been augmented to allow comparisons between New York City and the rest of the State and computation of statistics for Whites and minorities, males and females. The study should complement and strengthen State and local efforts by providing new information about how school policies, teacher practices, and family involvement affect student educational outcomes.

State statistics are now available from the 1988 and 1990 NELS surveys. Estimates from these surveys indicate that 7.9 percent of the State eighth-grade cohort dropped out before the tenth-grade survey. Information on the academic achievement of State eighth-graders as assessed in NELS:88 is presented in Chapter V. Several findings from the 1988 survey are relevant to the issue of high school completion. More than 70 percent of eighth-graders believed that they would complete college, and only 1 percent believed that they would not finish high school. Hispanic youngsters were more likely than others to report believing that they would not finish high school; almost three percent reported this belief. Slightly more than three percent of eighth-graders reported that they skipped school once a week or more, indicating that these students are at special risk of dropping out. New York City eighth-graders (3.5 percent) were more likely than others (2.7 percent) to report skipping school this often. Clearly, there is a wide gap between the aspirations and beliefs of eighth-graders, as reported in the survey, and the actual accomplishments of young adults.

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[7] James P. Markey, "The Labor Market Problems of Today's High School Dropouts," *Monthly Labor Review* (June 1988): 36-43.

Based on the 1990 Decennial Census, the National Center for Education Statistics has published status dropout rates for 16- through 19-years olds by state and county.[8] The percentage of New Yorkers in this age cohort who were not enrolled in school and had not graduated from high school was slightly lower than the national percentage, 10.1 compared with 11.2 percent. Dropout rates varied dramatically among State counties, ranging from 5.2 percent in Nassau County to 18.0 percent in Bronx County.

Student Cohort Retention in New York City

New York City has the highest event dropout rate (7.1 percent in 1990-91) of any public school category in the State. The district's cohort dropout studies provide detailed information about students who failed to complete high school, and thereby provide an additional perspective on the magnitude of the dropout dilemma. In June 1992, the New York City school district published a report showing the status of the Class of 1988 seven years after they began the ninth grade and three years after their expected graduation date.[9] This was the final report on the status of this class whose members had now reached their twenty-first birthdays and had, thus, aged out of the system. This cohort consisted of 82,935 students who entered the ninth grade for the first time in 1984-85, the tenth grade in 1985-86, the eleventh grade in 1986-87, and/or the twelfth grade in 1987-88. Forty percent of the cohort completed high school at the expected time, June 1988. At that time, 20.8 percent of the class were considered dropouts, 13.8 percent had transferred out, and 25.3 percent were still enrolled.

Of those who had not graduated or transferred in June 1988, more than one-third completed high school during the next three years. Seven years after entering high school, 57.3 percent of the class had graduated, completed a High School Equivalency Diploma, or special-education certificate. Another 15.2 percent had transferred out of district or been discharged for another reason; the remaining 27.5 percent were considered dropouts. There is currently no way of determining how many students who were considered dropouts at the end of seven years will eventually complete high school graduation requirements. Examining the records of almost 700 students in this cohort who completed school in the seventh year revealed that 300 had been considered dropouts in June 1990; over 80 percent of those students became graduates by obtaining a High School Equivalency Diploma. Studies of other cohorts of New York City students have corroborated the pattern of results seen in the Class of 1988. Consistently, approximately 25 percent of each cohort are enrolled for a fifth year of high school. The percentage of the cohort who have completed high school increases in each subsequent year.

The cohort studies are a rich source of information about high school completion. A detailed examination of the class of 1991 revealed that in June 1991, 35.3 percent had graduated and 3.6 percent had earned High School Equivalency Diplomas, 17.2 were considered dropouts, 16.0 percent had transferred out, and 27.8 percent were still enrolled. Consistent with HS&B results, minority students (other than Asians) dropped out at higher rates than Whites. Hispanics had the highest percentage of dropouts, 22.5 percent. White (non-Hispanic) and Asian/Pacific Islander students were least likely to drop out: 11.6 and 9.7 percent, respectively, of these students had dropped out, as had 17.9 percent of Black students. American Indian/Alaskan Native students, who represented only 0.3 percent of the cohort, had an unexpectedly low dropout rate, 7.5 percent. In the graduating class of 1989, an estimated 22.5 percent of these students dropped out.

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[8] National Center for Education Statistics, U.S. Department of Education, *Dropout Rates in the United States: 1991.*

[9] Office of Research, Evaluation, and Assessment, *The Cohort Report: Four-Year Results for the Class of 1991 and Follow-Ups of the Classes of 1988, 1989, and 1990, and The 1990-91 Annual Dropout Rate* (New York: New York City Board of Education, June 1992).

Most students dropped out in their third or fourth year of high school. At the time they dropped out, they were classified as being in ninth or tenth grades and were one or two years beyond the expected age for their grade. Accordingly, dropouts were almost twice as likely as graduates to be overage for their grade. Fewer than 30 percent of the dropouts, compared with 70 percent of the graduates, were reading at the ninth grade level on entering high school. Fewer than 30 percent (compared with 95 percent of graduates) had passed the State mathematics graduation requirement as ninth graders. In the class of 1991, dropouts (45 percent) were more likely to have transferred between high schools than graduates (15 percent). Almost 20 percent of dropouts in the class of 1991 dropped out of an in-school General Education Development (GED) program. Relatively few students dropped out to enter military service or gain job training. Four in five students were at least 17 years old and legally able to leave school for reasons other than employment.[10]

Special education students born in 1973 and assigned to self-contained classrooms composed a separate study cohort. Sixty percent of the special education class of 1991 were still enrolled after four years of high school; 19.8 percent had dropped out; 3 percent had completed high school. Special education students, because of specific rights, mandates, and program goals, are more likely than other students to stay in school until age 21. Based on the experience of earlier cohorts, 25 percent can be expected to graduate and almost 40 percent to drop out by the end of seven years.

The cohort study has added significantly to our knowledge about dropouts in New York City public schools (who represent 60 percent of all young people who dropped out in 1990-91). Due to the unique characteristics of the New York City public school system, such as its size, complexity, and concentrations of poor and minority children, it is not advisable to generalize about student retention in other districts using the New York City study findings. Cohort studies in other districts are needed to determine whether similar or different patterns exist outside of New York City.

Ethnographic Study of A New York City Comprehensive High School

The results of Michelle Fine's ethnographic study of a New York City comprehensive high school illuminate the processes through which interactions among schools, students, and parents influence high school completion.[11] Dropouts at comprehensive high schools are of particular interest because these nonselective schools are at the bottom of New York City's four-tier secondary system (academic, magnet/theme, vocational, and comprehensive) and thus serve many educationally disadvantaged students. To develop an understanding of the factors that contribute to the incidence of dropping out, in 1984-85 Fine attended classes, faculty and parent meetings; talked informally with students and staff; visited with parents and students in their homes; reviewed student records; and assisted and observed in the attendance and guidance offices.

This comprehensive high school (CHS), located in upper Manhattan, served 3,200, predominantly Hispanic and Black, students and offered special programs for Chapter 1, bilingual, and special education students. The average entering ninth-grader scored about two years below grade level on standardized measures of reading and mathematics. To develop cohort statistics, Fine reviewed the records of ninth-graders who entered CHS in 1978-79. In that year, 1,436 ninth-graders enrolled at CHS. In June 1985, 66 percent had dropped out of high school without a diploma; 13 percent had graduated from CHS. The remainder had been discharged for being "overage," transferred, moved, been released due to pregnancy, left to pursue a GED or to attend an auxiliary or proprietary school, been declared Not Found, or been discharged with working papers.

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[10] According to a New York City ordinance, 16-year-olds may leave school legally only for employment.

[11] Fine, Michelle, *Framing Dropouts: Notes on the Politics of the Urban High School* (Albany, NY: State University of New York Press, 1991).

The CHS study corroborated the relationships found elsewhere of grade retention, age at entering ninth grade, and ninth-grade academic skills with dropping out. The value of the ethnographic technique, however, is in providing insight about how school practices, such as retention, attendance monitoring, and suspensions, affect school holding power.

After observing the interactions among schools, parents, and students related to discharges, Fine concluded that suspension and grade retention were disciplinary practices that punished students and offered no educational support. Being retained in ninth grade doubled the likelihood that students would not reach tenth, and almost tripled the probability of dropping out. According to Fine, this effect cannot be wholly attributed to the low skill levels of retained students. In the CHS sample, almost half of the students retained in ninth grade were reading and computing at or above grade level. Among the latter CHS students, being retained reduced the probability of graduating from 77 to 46 percent.

The disciplinary practice of suspension was also related to dropping out, through its relationship to high rates of absence and course failure. Fine observed that suspended students returned to class further behind academically and further disaffected, but received no support for changing their behavior. Therefore, suspension did nothing to change and, in fact, may have exacerbated poor patterns of attendance. Compared with other students, students who had been suspended during their high school careers had greater rates of absence during their last semester of high school. Absenteeism, in turn, was significantly related to high school completion. Moreover, being suspended at least once doubled the probability that a student would pass no courses. Seventy-one percent of students who passed no courses during their last semester of high school dropped out.

Many student discharges were related to poor attendance. CHS followed the district guidelines for handling absences, notifying parents via a taped telephone message of each absence and by mail after 10 and 20 absences. After the twentieth absence, parents were notified that their child would be dismissed unless they attended a meeting to discuss his or her absences. While State Education Law prohibits schools from dismissing students for repeated absences,[12] in 1984-85, almost a thousand students 17 or older and thus no longer required to attend school were discharged at the end of this process, sometimes despite school conferences attended by parent and student. These discharges cleared the class rolls and helped reduce class sizes to the mandated City maximum of 34. In a group of 30 dropouts interviewed, 23 percent reported that they were pushed out and had not wanted to leave.

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[12] School districts can discharge students who have been habitually absent and who cannot be found. The intent of the law requiring schools to contact parents about multiple absences is to facilitate retrieval by discussing alternative school placements rather than facilitate dismissal of students.

Many students at CHS who were discharged for repeated absences left believing that an alternative to a traditional high school education would provide a faster, easier route to a brighter future. The three major "alternatives" dropouts planned to pursue were programs leading to High School Equivalency Diplomas, private training programs, and military service. Fine (p. 100) observed that:

> Public high schools "discharge" adolescents who are low income and who are minority-group members as though they bear no responsibility for what happens or doesn't happen next. They provide little to no information about the "down side" of these alternatives, bolstering—through silence or support—the optimistic fictions of second chances, free training, guaranteed jobs, and glamorous worldwide travel. One might ask, where is educational informed consent?

THE NEW YORK STATE SITUATION

The number of school buildings, the differences in school district characteristics, and the diversity and mobility of the State's children make an analysis of attendance and completion for New York State a complex task. Because of the association discussed previously between dropping out and certain socioeconomic and school variables, this chapter examines the relationships of attendance and dropout rates with two school demographic variables: the percentage of minority students enrolled in public schools (minority composition) and the percentage of students from families receiving public assistance (poverty status). These two variables are themselves related in New York State high schools; that is, schools with large minority enrollments also tend to have large percentages of students from families receiving public assistance ($r = 0.65$).

Figure 6.3 displays the poverty status of public high schools within each category of minority composition. The majority of schools (642) fell in the lowest minority category, 20 percent or fewer minority enrollments. Most of these (510) had 20 percent or fewer of their students living in poverty. The second largest group of schools (151) fell in the highest minority category, minority enrollments in excess of 80 percent. These schools were the most likely to have large percentages of students living in poverty. While only 21 (3.3 percent) schools in the lowest minority category had concentrated poverty (more than 40 percent of their students living in poverty), 93 schools (62 percent) in the highest minority category did.

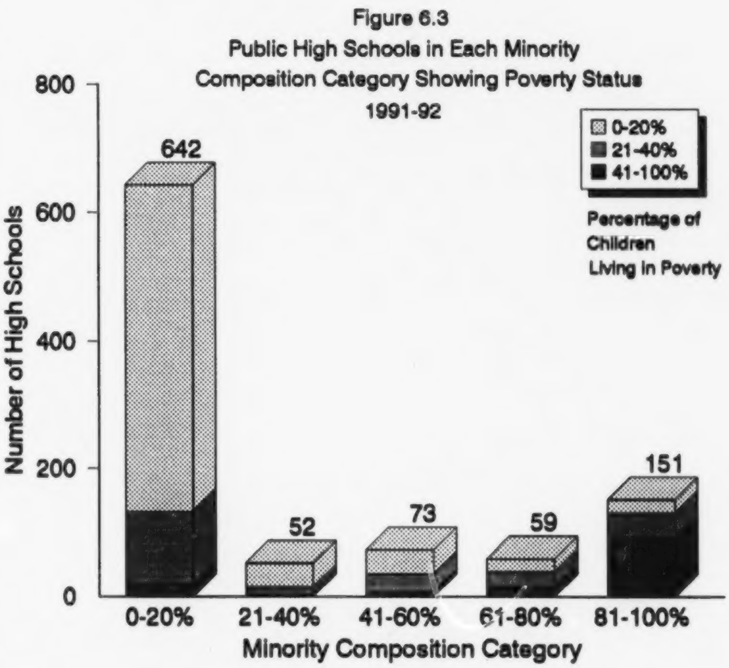
Figure 6.3
Public High Schools in Each Minority Composition Category Showing Poverty Status
1991-92

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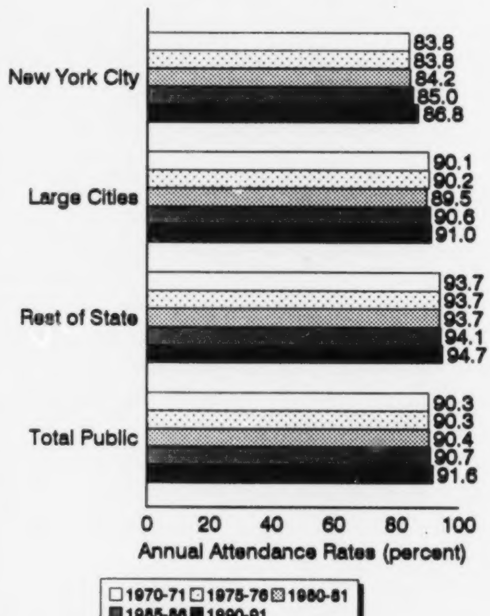
The remainder of this chapter is divided into three sections. The first two sections review attendance rates and student retention statistics for the State and the various categories of public and nonpublic schools. The final section briefly presents information about alternative high school programs and the awarding of High School Equivalency Diplomas. This section has been added to the chapter because a discussion about high school completion would be incomplete without consideration of how some young people who leave the traditional high school setting are pursuing diplomas through alternative means.

Attendance Rates

As shown in Figure 6.4, the average attendance rate in State public schools for 1990-91 (the most recent year for which complete data are available) was 91.6 percent. In other words, on average, almost 92 of 100 enrolled students were present in the school building for some portion of the school day. Since 1970-71, average attendance rates have improved somewhat: the statewide annual attendance rate increased 1.3 percentage points; the New York City public schools rate, 3.0 percentage points; and the Large City Districts rate, 0.9 percentage points.

Figure 6.4
Public School Annual Attendance Rates
New York State
1970-71 To 1990-91



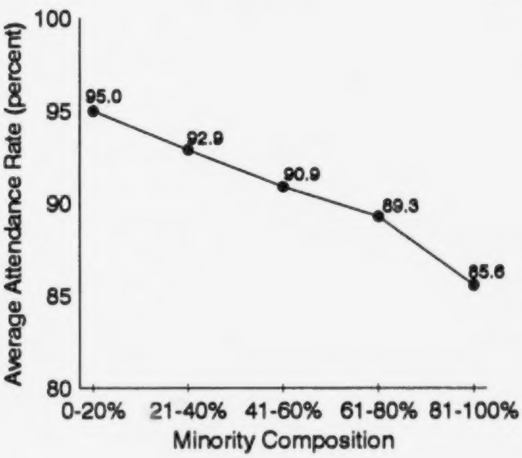
The 1990-91 average attendance rates varied widely among public school categories. Table 6.1 shows that the rates of Other City (93.8 percent), Suburban (94.8 percent), and Rural Districts (95.1 percent) were higher than those of the Big 5 cities. While New York City's attendance rate has improved over the past three years, from 86.0 percent in 1988-89 to 86.8 percent in 1990-91, it still had the lowest average attendance rate of any school category. Comparing the percentage of schools in each category with attendance rates below 94 percent illustrates the incongruities in attendance patterns among school categories: while only 16 percent of suburban schools and 13 percent of rural schools had such low rates, 96 percent of schools in New York City and 76 percent of schools in Large City Districts did (Table 6.2). These differences among categories may be partially explained by corresponding differences in the socioeconomic characteristics of the schools within each category.

Schools with few minority students had higher attendance rates than schools with many minority students; that is, there was a moderately strong negative correlation between percentage minority enrollment and annual attendance rate ($r = -0.75$). Figure 6.5 illustrates the negative relationship between the minority composition of public schools and average annual attendance rates. In 1990-91, schools in the lowest minority category had an average attendance rate of 95.0 percent (92.3 percent in New York City), compared with 85.6 percent (85.2 percent in New York City) in schools composed of more than 80 percent minorities. The poverty status of high schools was also moderately negatively correlated with average annual attendance ($r = -0.60$). In other words, as the percentage of students from families receiving public assistance increased, the rate of attendance decreased.

Table 6.2 presents average annual attendance rates for public schools, by location and by minority composition. It also provides the percentage of schools within each minority-composition category that had low, medium, or high annual attendance rates. Statewide, only 15 percent of all low-minority schools—but 95 percent of high-minority schools—had annual attendance rates less than 94 percent.

Many of the factors that cause students to leave school prematurely—alienation from the schooling process, economic difficulties, and family problems—may also cause students to be absent frequently. Schools with low average attendance rates tend also to have high dropout rates. Among New York State public schools serving grades 9 through 12, the correlation between average attendance rate and annual dropout rate for 1990-91 was moderate (*r* = −0.63).

Figure 6.5
Statewide Average Annual Attendance Rate by Minority Composition of School
1990-91



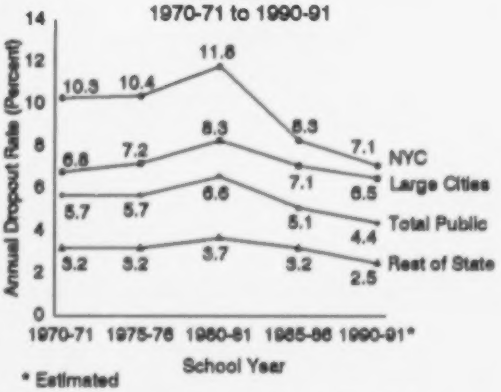
Student Retention

During the 1980s, 426,000 young people left New York State public schools without completing requirements for high school graduation. In 1990-91—the most recent year for which statistics are available—32,414 students dropped out of school. About two-thirds of these students attended school in the State's largest cities: New York, Buffalo, Rochester, Syracuse, and Yonkers. A disproportionate percentage of these young people were minority students.

The statistics cited above are based on annual dropout statistics submitted each fall for the preceding year by public school principals and the New York City Board of Education. In New York State, a dropout is any pupil who left school prior to graduation for any reason except death and did not enter another school or a program leading to a High School Equivalency Diploma. Currently, the *event (or annual) dropout rate* is the standard for measuring dropout rates in New York State and is calculated by dividing the number of dropouts during a single year by the grade 9-12 enrollment for that year. A second measure, the *graduation rate*, compares the number of students enrolled in grade 9 in a given year with the number of students who graduate four years later. *Cohort dropout rates* are not yet widely available.

One factor that complicates the accurate calculation of a school-completion rate is student mobility. Over the course of a school year, thousands of students in New York State transfer across school district boundaries, among school buildings within districts, between the public and nonpublic sectors, and in and out of the State. Chapter I reported student-stability rates; that is, the percentage of students in the highest grade in a school during a given year who were enrolled in that same school during the previous year. While schools located outside the Big 5 cities generally had extremely stable student populations, the patterns for the Big 5 city districts are noticeably different. Only 6 percent of New York City schools and 71 percent in Large City District schools had student stability rates greater than 80 percent. The low rates of student stability call into question the accuracy of graduation rates in the Big 5 cities.

Figure 6.6
Public School Annual Dropout Rates
by Location
1970-71 to 1990-91



* Estimated

Annual Dropout Rate. In 1990-91, 32,414 students left school without graduating. Figure 6.6 indicates that the annual dropout rate for the State's public secondary schools increased during the 1970s, but decreased after 1980-81. In 1970-71 the annual dropout rate was 5.7 percent. By 1980-81, the rate had increased to 6.6 percent. Ten years later, 1990-91, it was reduced to 4.4 percent, 1.3 percentage points less than in 1970-71. This decrease disguises year-to-year fluctuations during this final five-year period (Figure 6.7). The highest dropout rate during this period, 5.3 percent, occurred in 1988-89. That high was attributable entirely to increases in the annual dropout rate occurring in New York City (a 0.4 percentage-point increase) and the Large City Districts (a 0.6 percentage-point increase). Dropout rates in New York City public schools have fluctuated more than those in other locations (Figure 6.6). Table 6.3 presents the actual number of dropouts at five-year intervals during this period.

As with attendance rates, there were significant variations among categories in annual dropout rate (Table 6.4). Suburban Districts consistently had the smallest percentages of students dropping out, 2.0 percent in 1990-91. Rural Districts also had a significantly better rate (3.0 percent) than the State average. The Big 5 school districts had rates substantially worse than the State average, 7.1 percent in New York City[13] and 6.5 percent in the Large City Districts. These districts accounted for two-thirds of the State's dropouts. The map in Figure 6.8 illustrates how annual dropout rates vary geographically in public school districts across the State.

Figure 6.7
Annual Dropout Rate
State Public Schools
1986-87 to 1990-91

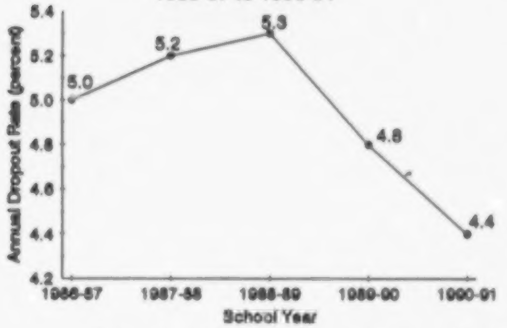


Figure 6.9 presents the average annual dropout rates for nonpublic secondary schools. (The actual number of dropouts can be found in Table 6.3.) Between 1975-76 and 1990-91, the nonpublic school dropout statistics have been characterized by extremely low numbers and very consistent annual rates. Throughout the years covered in the table, the actual number of nonpublic school students who dropped out never exceeded 638 pupils statewide. The annual dropout rate has never fluctuated more than 0.2 percentage point. In 1990-91, 295 pupils or 0.3 percent of students in nonpublic schools across the State dropped out.

Schools with a large percentage of minority students had higher dropout rates than schools with a small percentage of minority students (Table 6.5). On average, in schools with minority enrollments of 20 percent or fewer, only 1 student in 40 dropped out in 1990-91. In contrast, in schools with minority enrollments of 81 percent or more, 1 student in 10 dropped out. Some schools in every minority-composition category, however, had dropout rates of less than two percent.

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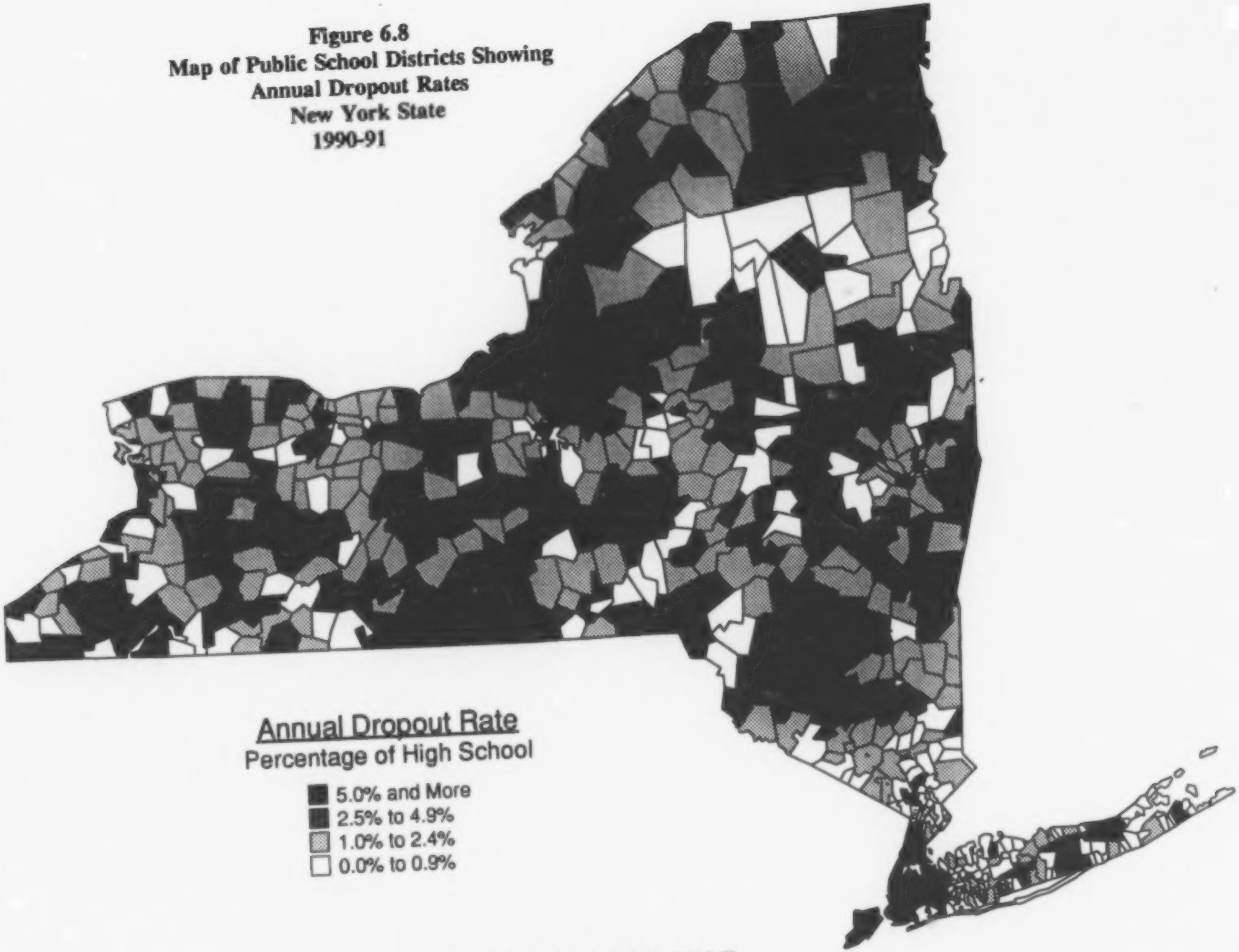
[13] In calculating the New York City public schools dropout rate, 968 students who had been enrolled in City schools in the eighth grade but did not register for ninth grade and 3,656 students who dropped out from alternative programs were added to the count of dropouts from regular high school programs.

Figure 6.8
Map of Public School Districts Showing
Annual Dropout Rates
New York State
1990-91


Annual Dropout Rate
Percentage of High School
■ 5.0% and More
▦ 2.5% to 4.9%
▨ 1.0% to 2.4%
☐ 0.0% to 0.9%

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Concentrated poverty in schools also increased the likelihood that students would drop out. Public secondary schools that enrolled the largest percentages of both poor and minority students had the highest annual dropout rates, averaging 11.1 percent in 1990-91; one in nine students attending these schools dropped out. In contrast, fewer than 3 (2.3 percent) in 100 students attending schools in the low-poverty, low-minority category dropped out. Figure 6.10 illustrates the combined effects of school poverty status and minority composition on average annual dropout rates in 1990-91.

Figure 6.9
Nonpublic School Annual Dropout Rates
1975-76 to 1990-91

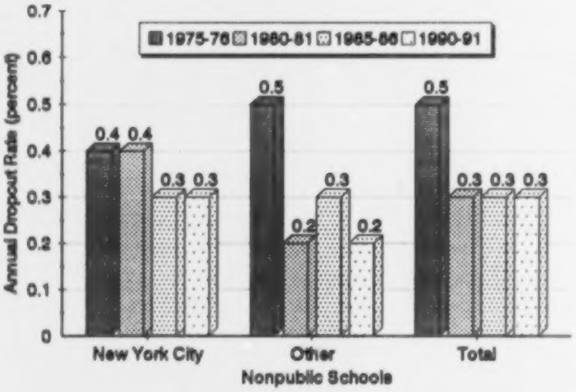
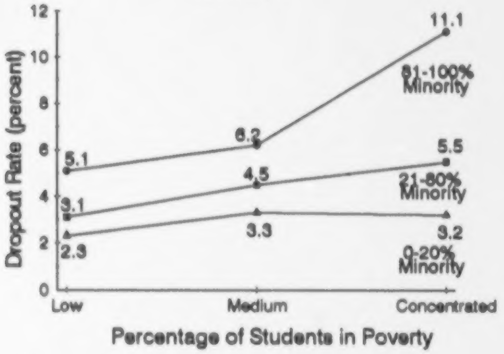


Figure 6.10
Dropout Rate by Poverty Status
and Minority Composition
1990-1991



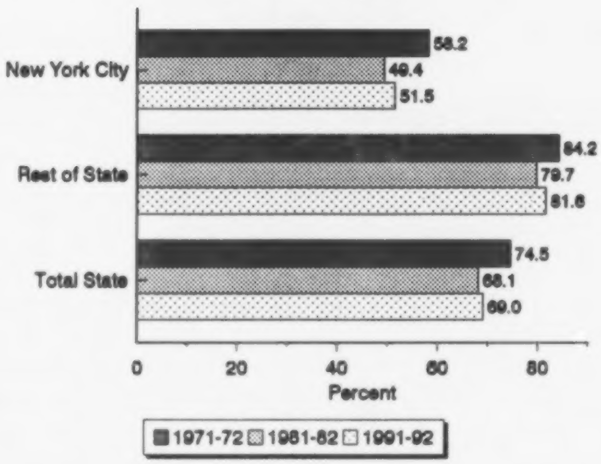
Across the State, concentrated-poverty, high-minority schools accounted for a disproportionate number (41 percent) of dropouts (Table 6.6). Since 4 in 10 New York State students (40.4 percent) attended low-poverty, low-minority schools, students from these schools constituted the next largest portion (23 percent) of dropouts. A statistical analysis indicated that, in 1988-89, dropping out was significantly, but weakly, correlated with both poverty status (r = 0.34) and minority composition (r = 0.39) of the school.

Graduation Rate. Graduation rates provide an additional perspective on the changing retention power of State schools. The graduation rate is the number of high school graduates divided by the grade 9 enrollment four years earlier. The graduation rate is, at best, a simplified portrayal of student retention derived by using two sets of cross-sectional data in an attempt to approximate a longitudinal phenomenon. At worst, the graduation rate implies the use of a longitudinal cohort study that, in reality, can only be accomplished under the most controlled circumstances.

Calculating a graduation rate is most acceptable for describing high school retention for the nation as a whole, since the assumption of zero-net migration over four years is least troublesome at that level. Such calculations, however, become less valid the smaller the unit of analysis (state, school district, school building). In the worst possible scenario, which is actually realized in some of the most troubled schools, the ninth-grade class will have been completely replaced by the twelfth grade, so that the graduates are a distinctly different group from the original ninth-grade cohort. Also, in troubled schools many students may take more than four years to complete graduation requirements. One-quarter of each New York City cohort studied were still enrolled in high school in the fifth year.

Given these limitations, Figure 6.11 provides information about graduation rates for New York's public and nonpublic school students from 1971-72 to 1991-92, computed for New York City and the rest of the State. In 1971-72, the number of graduates statewide was three-quarters the number of ninth-graders in 1967-68. By 1980-81, the graduation rate had declined to little more than two-thirds and is estimated to be essentially the same in 1991-92. Part of the decrease in the statewide graduation rate was caused by lower rates in public and nonpublic schools outside New York City. Most of the decrease, however, was attributable to a decrease in the New York City graduation rate from 58.2 percent in 1971-72 to an estimated 51.5 percent for 1991-92.

Figure 6.11
Graduation Rate in Public and Nonpublic Schools
1971-72 To 1991-92



The 27.5 percent dropout rate found in the New York City cohort study of the class of 1988 (discussed earlier) puts the annual dropout-rate and graduation-rate statistics for New York City in perspective. In 1987-88 the annual dropout rate in New York City public schools was 8.7 percent; the graduation rate was 40.4 percent, which is virtually identical to the percentage of students in the cohort who actually graduated in four years, 40.1 percent. The graduation rate is less, however, than the percentage (57.3 percent) who completed high school during the seven-year span of the cohort study.

ALTERNATIVE PROGRAMS AND HIGH SCHOOL EQUIVALENCY DIPLOMAS

In response to growing concern about the number of students who are failing to complete high school and the consequences of this failure, many districts provide alternative programs for potential dropouts. These programs are designed to enable students who are not succeeding in the traditional school structure to complete diploma requirements. Table 6.7 reports trends in the rate of student participation in alternative programs. The reported rates are based on the percentage of students leaving their schools the prior year to attend an alternative program leading to a high school diploma. The number and percentage of students participating in these programs across the State increased slightly (from 1.8 to 2.2 percent) between 1986-87 and 1990-91. Just as New York City and the Large City Districts have higher dropout rates than the Suburban and Rural Districts, these urban districts have higher percentages of students participating in alternative programs.

Data from the national High School and Beyond study (discussed previously) indicate that as many as half of the young people who drop out of school may return to earn high school diplomas at a later time. Table 6.8 shows that 29,166—compared with 39,489 in the previous 12 months—New York State residents of all ages were awarded High School Equivalency Diplomas in the twelve-month period from September 1991 to August 1992. About one-third of the High School Equivalency Diplomas were awarded to young people under the age of 20—those who had been very recent dropouts or had been enrolled in alternative programs. About three-quarters were awarded to New York State residents under the age of 30. These statistics indicate that many young people who leave the traditional high school without a diploma soon understand the value of that credential and return to earn it. However, the actual number of High School Equivalency Diplomas awarded to young people of school age (16 to 19 years old) during 1991-92 is only a fraction of the number of young people who left school during that period.

SUMMARY

The State statistics clearly indicate that schools with the largest concentrations of minority students and students from families receiving public assistance have, on average, the lowest attendance rates and the highest dropout rates. Further, the majority of these schools are located in the State's largest urban areas. Research findings based on longitudinal studies, such as *High School and Beyond*, reveal that while background and family structure place children at risk of dropping out, school practices exacerbate that risk; suspension and grade retention, in particular, punish students without changing behavior or developing academic skills and are associated with increased risks of dropping out.

Yet according to Fine (p. 23):

> Youths who begin their lives at the greatest risks of class, racial or ethnic, and gender exploitation attend the most traumatized schools and receive the most impoverished educations. They are most likely to exit prior to graduation, and they are least likely to reenter within two years. To worsen their stories, their relative economic disadvantage as dropouts is today substantially greater than it was in the past. A General Accounting Office report quotes Gordon Berlin, formerly of the Ford Foundation: "In the late 1960s a high school graduate was 30 percent more likely to be employed in the fall after graduation than dropouts; by the 1980s this gap doubled to 61 percent."

Many factors that correlate with dropping out—poor parental academic skills, lack of academic progress, poor attendance, adolescent pregnancy—can be addressed through community and school programs that better meet the needs of disadvantaged students.

TABLE 6.1

PUBLIC SCHOOL ANNUAL ATTENDANCE RATES BY LOCATION

NEW YORK STATE
1988-89 TO 1990-91

Location	1988-89	1989-90	1990-91
PUBLIC			
New York City	.860	.865	.868
Large City Districts	.896	.909	.910
Other City Districts	.933	.936	.938
Suburban Districts	.946	.949	.948
Rural Districts	.949	.951	.951
TOTAL PUBLIC	.911	.914	.916

TABLE 6.2
DISTRIBUTION OF PUBLIC SCHOOL ANNUAL ATTENDANCE RATES BY LOCATION AND MINORITY COMPOSITION OF SCHOOL
NEW YORK STATE
1990-91

Location/Minority Composition of School	Average Attendance Rate	Percent of Schools Having		
		Low Rate	Medium Rate	High Rate
New York City				
0 - 20 Percent	.923	89%	11%	0 %
21 - 40 Percent	.912	89	11	0
41 - 60 Percent	.893	88	12	0
61 - 80 Percent	.879	98	2	0
81 -100 Percent	.852	98	1	*
Total	.868	96	4	*
Large City Districts				
0 - 20 Percent	--	--	--	--
21 - 40 Percent	.937	33%	67%	0 %
41 - 60 Percent	.926	63	31	6
61 - 80 Percent	.895	90	8	2
81 -100 Percent	.888	90	10	0
Total	.910	76	21	3
Other City Districts				
0 - 20 Percent	.945	23%	53%	24 %
21 - 40 Percent	.931	43	47	10
41 - 60 Percent	.929	53	41	6
61 - 80 Percent	.911	63	37	0
81 -100 Percent	.917	73	20	7
Total	.938	34	49	17
Suburban Districts				
0 - 20 Percent	.951	13%	58%	29 %
21 - 40 Percent	.940	23	55	22
41 - 60 Percent	.932	38	56	6
61 - 80 Percent	.939	33	57	10
81 -100 Percent	.920	49	34	17
Total	.948	16	57	27
Rural Districts				
0 - 20 Percent	.953	10%	60%	30 %
21 - 40 Percent	.933	58	42	0
41 - 60 Percent	.899	100	0	0
61 - 80 Percent	--	--	--	--
81 -100 Percent	.937	100	0	0
Total	.951	13	59	28
Total State				
0 - 20 Percent	.950	15%	57%	28 %
21 - 40 Percent	.929	46	43	11
41 - 60 Percent	.909	68	29	3
61 - 80 Percent	.893	79	18	3
81 -100 Percent	.856	95	4	1
Total	.916	40	41	19

*Less than 0.5%

Minority Composition - Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian and Alaskan Native students divided by total enrollment.

Attendance Rate: Average Daily Attendance divided by Average Possible Attendance.
Low Rate=less than .940, Medium Rate=.940-.959, High Rate=.960 and higher.

TABLE 6.3

ANNUAL DROPOUTS IN PUBLIC AND NONPUBLIC SCHOOLS BY LOCATION

NEW YORK STATE
1970-71 TO 1990-91

Sector	School Year				
	1970-71	1975-76	1980-81	1985-86	1990-91*
Public					
New York City Districts	34,507	37,523	40,067	24,211	19,522
Large City Districts	3,313	3,370	3,279	2,509	1,915
Rest of State	20,143	22,974	23,333	17,123	10,977
Total Public	57,963	63,867	66,679	43,843	32,414
Nonpublic					
New York City Districts	NA	297	278	240	184
Other Nonpublic Districts	NA	341	135	171	111
Total Nonpublic	NA	638	413	411	295

*Preliminary data

TABLE 6.4

PUBLIC SCHOOL DROPOUTS AND ANNUAL DROPOUT RATE* BY LOCATION

NEW YORK STATE
1988-89 TO 1990-91

Location	1988-89**		1989-90**		1990-91***	
	Number	Rate	Number	Rate	Number	Rate
New York City	24,835	.087	21,841	.078	19,522	7.1%
Large City Districts	2,394	.078	2,303	.077	1,915	6.5
Other City Districts	3,785	.054	3,417	.051	3,162	4.8
Suburban Districts	8,066	.025	6,871	.022	5,953	2.0
Rural Districts	2,339	.035	1,977	.031	1,862	3.0
Total State	41,419	.053	36,409	.048	32,414	4.4%

*Dropout Rate = Number of dropouts divided by grade 9-12 enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

** Revised data

*** Preliminary data

TABLE 6.5
DISTRIBUTION OF PUBLIC HIGH SCHOOL ANNUAL DROPOUT RATES BY LOCATION AND MINORITY COMPOSITION OF SCHOOL
NEW YORK STATE
1990-91

Location/ Minority Composition of School	Average Dropout Rate*	Percent of Schools Having		
		Low Rate	Medium Rate	High Rate
New York City				
0 - 20 Percent	.025	***	100%	***
21 - 40 Percent	.036	25%	75	***
41 - 60 Percent	.030	23	71	6%
61 - 80 Percent	.039	24	62	14
81 -100 Percent	.094	11	40	49
Total	.071	15	49	36
Large City Districts**				
0 - 20 Percent	***	***	***	***
21 - 40 Percent	.072	***	***	100%
41 - 60 Percent	.029	29%	71%	***
61 - 80 Percent	.070	12	35	53
81 -100 Percent	.150	***	20	80
Total	.065	16	46	38
Other City Districts				
0 - 20 Percent	.047	11%	82%	7%
21 - 40 Percent	.061	8	69	23
41 - 60 Percent	.031	40	60	***
61 - 80 Percent	.056	***	50	50
81 -100 Percent	.053	***	100	***
Total	.048	12	77	11
Suburban Districts				
0 - 20 Percent	.019	60%	39%	1%
21 - 40 Percent	.020	69	31	***
41 - 60 Percent	.050	30	50	20
61 - 80 Percent	.023	67	33	***
81 -100 Percent	.040	29	57	14
Total	.020	60	39	1
Rural Districts				
0 - 20 Percent	.029	42%	57%	1%
21 - 40 Percent	.048	***	80	20
41 - 60 Percent	.029	50	50	***
61 - 80 Percent	***	***	***	***
81 -100 Percent	***	***	***	***
Total	.030	42	57	1
Total State				
0 - 20 Percent	.024	51%	48%	1%
21 - 40 Percent	.037	41	49	10
41 - 60 Percent	.033	29	65	6
61 - 80 Percent	.044	27	46	27
81 -100 Percent	.093	12	41	47
Total	.044	43	48	9

* Preliminary data

** Buffalo, Rochester, Syracuse and Yonkers.

*** No high schools in this category.

Dropout Rate = Number of dropouts divided by grade 9-12 enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12. Low Rate = less than .020, Medium Rate = .020 - .069, High Rate = .070 and higher.

Minority Composition = Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian and Alaskan Native students divided by total enrollment.

TABLE 6.6

PUBLIC HIGH SCHOOL DROPOUT RATES BY POVERTY STATUS AND MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE

1990-91

Minority Composition and Poverty Status of School	Number of Dropouts*	Average Annual Dropout Rate*
Low Poverty (0-20%)		
Low Minority (0-20%)	7,105	.023
Medium Minority (21-80%)	3,052	.031
High Minority (81-100%)	1,307	.051
Total	11,464	.026
Medium Poverty (21-40%)		
Low Minority (0-20%)	1,017	.033
Medium Minority (21-80%)	2,955	.045
High Minority (81-100%)	1,848	.062
Total	5,820	.046
High Poverty (41-100%)		
Low Minority (0-20%)	123	.032
Medium Minority (21-80%)	759	.055
High Minority (81-100%)	12,604	.111
Total	13,486	.102

*Preliminary data

TABLE 6.7

ALTERNATIVE PUBLIC HIGH SCHOOL EQUIVALENCY PROGRAM PARTICIPATION AND PARTICIPATION RATE BY LOCATION

NEW YORK STATE

1990-91

Location	1990-91	
	Number*	Rate*
New York City	9,959	.036
Large City Districts	1,220	.041
Other City Districts	1,454	.022
Suburban Districts	2,654	.009
Rural Districts	599	.010
Total State	15,886	.022

*Preliminary data

Alternative Program Participation Rate = Number of students who left a regular public high school program and entered an Alternative Program or Other Diploma Program leading to a High School Equivalency Diploma divided by grade 9-12 enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

TABLE 6.8

HIGH SCHOOL EQUIVALENCY DIPLOMAS AWARDED BY AGE AND RACE/ETHNICITY*

NEW YORK STATE
SEPTEMBER 1991 TO AUGUST 1992

Race/Ethnicity	Candidate Age on Date of Testing									
	16-17	18-19	20-24	25-29	30-34	35-39	40-49	50-59	60+	Total
Alaskan Native	0	0	2	0	0	0	0	0	0	2
American Indian	3	16	38	19	10	4	2	0	1	93
Asian	2	47	65	33	22	16	14	4	1	204
Black	80	496	1,184	734	435	249	179	48	8	3,413
Hispanic Origin	38	442	1,156	587	380	222	198	39	7	3,069
Pacific Islander	0	3	8	1	4	2	2	0	0	20
White	84	756	1,685	780	555	361	378	141	40	4,779
Unknown	3,245	4,675	3,467	2,200	1,645	1,026	980	273	74	17,585
Total	3,452	6,435	7,605	4,354	3,051	1,880	1,753	505	131	29,166

Source: American Council on Education

* The age and race/ethnicity categories are those utilized by the American Council on Education in compiling its annual statistical report.

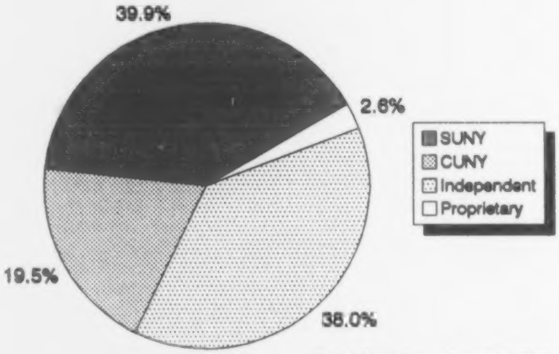
CHAPTER VII: POSTSECONDARY EDUCATION AND EMPLOYMENT

Among the most important goals of elementary and secondary education is that all high school graduates will be prepared for college, work or both (Strategic Objective 4). Accordingly, the quality of elementary and secondary programs can, to a degree, be measured by the number of graduates who enroll in and successfully complete postsecondary education programs and by the number who successfully compete in the job market.

POSTSECONDARY EDUCATION

In fall 1991, almost 984,000 United States citizens—of which 86 percent were State residents—pursued degree-credit postsecondary education in State colleges and universities. The State's postsecondary education system comprises some 250 degree-granting institutions organized into four sectors: the State University of New York (SUNY), which enrolled 39.9 percent of all students; the City University of New York (CUNY), which enrolled 19.5 percent; the 136 independent colleges and universities, which enrolled 38.0 percent; and the 26 degree-granting proprietary schools, which enrolled 2.6 percent (Figure 7.1). Almost three-quarters of these students attended four-year or graduate institutions; the remainder attended one of the State's 84 two-year institutions. Nearly 63 percent of all students attended on a full-time basis (Tables 7.1, 7.2, and 7.3).

Figure 7.1
Degree-Credit Enrollment by Postsecondary Sector
Fall 1991



Total Enrollment = 983,737

Table 7.2 shows that 28.4 percent of all persons (excluding nonresident aliens) attending degree-granting institutions full time in fall 1991 identified themselves as members of minority groups. Black students made up 12.3 percent, and Hispanics 8.5 percent, of total enrollment. The remaining 7.6 percent belonged to other minority groups. Among the four sectors, CUNY enrolled the highest percentage of full-time minority students (67.4 percent), followed by the proprietary sector (47.5 percent), independent institutions (22.1 percent), and SUNY institutions (15.6 percent). The racial/ethnic composition of part-time enrollment showed similar patterns across institutional sectors. In all sectors, however, minorities represented a smaller share of part-time than full-time enrollment (Table 7.3).

First-time Freshman Enrollment

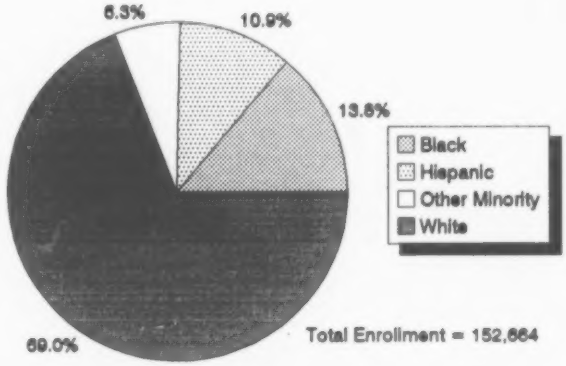
Consistent with the decline in secondary school enrollments, in every postsecondary sector the number of first-time freshman enrollments was smaller in fall 1991 than in fall 1988 (Table 7.4). In that year, 168,690 freshmen enrolled in New York's postsecondary institutions; in fall 1991, 152,664 enrolled, a 9.5 percent decrease in three years. The decrease was greatest at SUNY (10.4 percent) and smallest at CUNY (7.3 percent).

Figure 7.2 shows the share of statewide first-time freshman enrollments by racial/ethnic group in fall 1991. The majority (69.0 percent) were White; smaller percentages were Black (13.8 percent), Hispanic (10.9 percent), or members of other minority groups (6.3 percent). Statewide, the enrollment of minority first-time freshmen has shown modest annual increases since fall 1988 when Blacks represented 12.4 percent of all first-time freshmen; Hispanics, 9.1 percent; and Other Minorities, 4.8 percent (Table 7.4). Minority representation in fall 1991 first-time enrollment compares favorably with minority representation in the high school graduating class of 1991. In that year, statewide, 10.5 percent of high school diploma-recipients were Black, 6.8 percent were Hispanic, and 6.0 percent were Other Minorities.

Figure 7.2

First-Time Freshmen by Racial/Ethnic Group

Fall 1991



Analysis by sector shows that minority enrollments increased in all sectors between fall 1988 and fall 1991. In that time, the minority share of first-time freshmen increased from 13.6 to 17.0 percent at SUNY, from 68.5 to 72.5 percent at CUNY, from 19.6 to 25.3 percent at independent institutions, and from 48.3 to 49.9 percent at proprietary institutions. At CUNY, which enrolled the highest percentages of minority freshmen, Black students accounted for approximately one-third (32.3 percent) and Hispanics only slightly less (29.4 percent) of all first-time freshmen in fall 1991 (Table 7.4).

This information on the distribution of minority students by sector should be interpreted with caution since the data are largely self-reported on a voluntary basis. Second, since many postsecondary institutions draw their students from local communities and regions, the racial/ethnic composition of their student bodies, in large part, reflects the demographics of the local population.

The distribution of male and female first-time freshman enrollments has remained fairly consistent since fall 1988. Statewide, women have accounted for approximately 55 percent of entering freshman enrollment annually. Differences in gender representation were greatest in proprietary institutions where 69.3 percent of first-time freshmen were women.

Degrees Conferred

During 1990-91 the State's postsecondary institutions awarded 182,523 undergraduate and graduate degrees. Despite a decline in first-time freshman enrollments, the number of degrees conferred at every level except the doctorate was greater than that in 1978-79 (Figure 7.3). The number of doctoral degrees awarded decreased by seven percent, from 2,948 to 2,737 (Tables 7.5 to 7.9).

The number of minority degree- recipients was greater in 1990-91 than in 1978-79 (Figure 7.3). Substantially increased numbers of Hispanics earned degrees at every level, except the doctorate. Greater numbers of Blacks received associate, doctoral, and first-professional degrees. Members of the Other Minority group achieved the greatest percentage increases in the number of degrees awarded at every level. The number of Whites earning associate and doctoral degrees has declined: two percent fewer Whites earned associate degrees and eleven percent fewer earned doctoral degrees.

As a consequence of the increasing number of minorities and decreasing number of Whites earning degrees, the minority share of all degrees awarded increased at a modest but steady rate, from 13.9 percent in 1978-79 to 18.9 percent in 1990-91 (Figure 7.4). Similarly, increases in minority share occurred at every degree level. The increase was greatest at the first-professional-degree level, increasing from 6.1 to 16.8 percent, and smallest at the master's level, increasing from 12.9 to 16.5 (Tables 7.5 to 7.9). The minority share of degrees conferred at every level is still substantially smaller than their share of first-time freshman enrollments, 31 percent in fall 1991.

At every degree level, minorities earned a greater share of degrees conferred at the City University of New York (CUNY) than at other public, independent, or proprietary institutions. This finding reflects the already documented concentration of minorities in New York City. Within each sector, however, the minority share of all degrees increased since 1978-79. The only exceptions were doctoral and first-professional degrees at CUNY (Tables 7.5 through 7.9).

Figure 7.3
Percent Change in Number of Postsecondary Degrees
Awarded by Racial/Ethnic Group
1978-79 to 1990-91

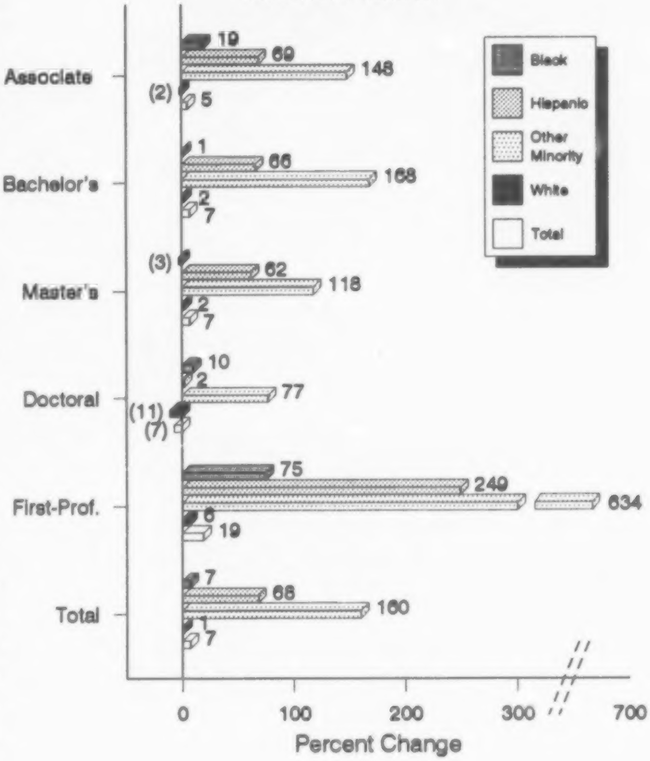
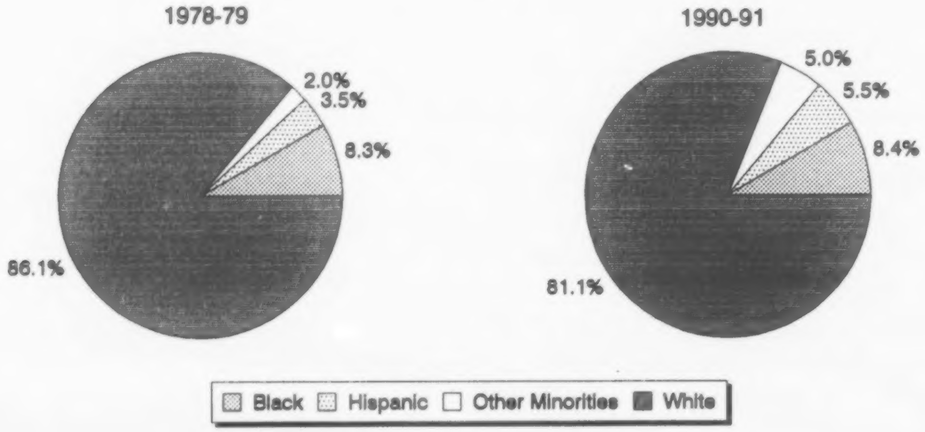


Figure 7.4
Change in Racial/Ethnic Shares of Postsecondary Degrees
1978-79 to 1990-91



Like minority students, women have increased their share of degrees earned at every level since 1978-79. Figure 7.5 shows that in 1990-91, females received more than 50 percent of degrees at every level except the doctorate and first professional. They earned 60.3 percent of associate degrees, 54.8 percent of bachelor's degrees, and 61.4 percent of master's degrees. While women earned only 47.9 percent of doctoral degrees, this share represented an 11.8 percentage point increase since 1978-79. Similarly, females received 42.3 percent of first-professional degrees, a 13.5 point increase over the 12-year period.

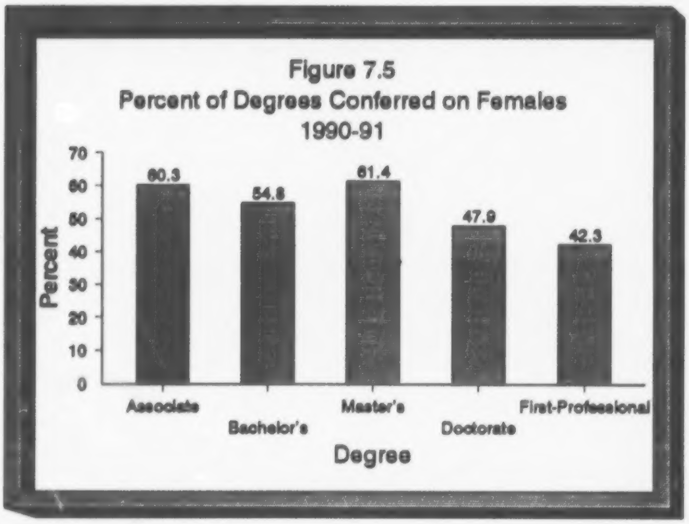


Figure 7.5
Percent of Degrees Conferred on Females
1990-91

Access For Students With Disabilities

In fall 1991, the State's postsecondary institutions reported that 20,099 students with disabilities, representing two percent of the total college and university enrollment, were enrolled.[1] An analysis of enrollment trends for students with disabilities indicates that their numbers and their share of enrollment have doubled since fall 1981 (Table 7.10).

More than two-thirds (68 percent) of students with disabilities were enrolled in public postsecondary institutions, with 48 percent attending SUNY campuses and 20 percent at CUNY institutions. Statewide, independent colleges and universities enrolled 31 percent of students who identified themselves as having a disability. Students with learning disabilities represented approximately 38 percent of all students with disabilities. Other classifications of disability comprising more than 10 percent of the total were mobility impaired (15 percent) and acoustically impaired (10 percent). Visually-impaired students represented six percent of all students with disabilities.

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[1] These data should be used with caution. It was necessary for some institutions to provide estimated data and many institutions provided only a count of students who identified themselves to the institutions as having a disability requiring some special consideration or assistance. The numbers reported may represent a conservative estimate of the total.

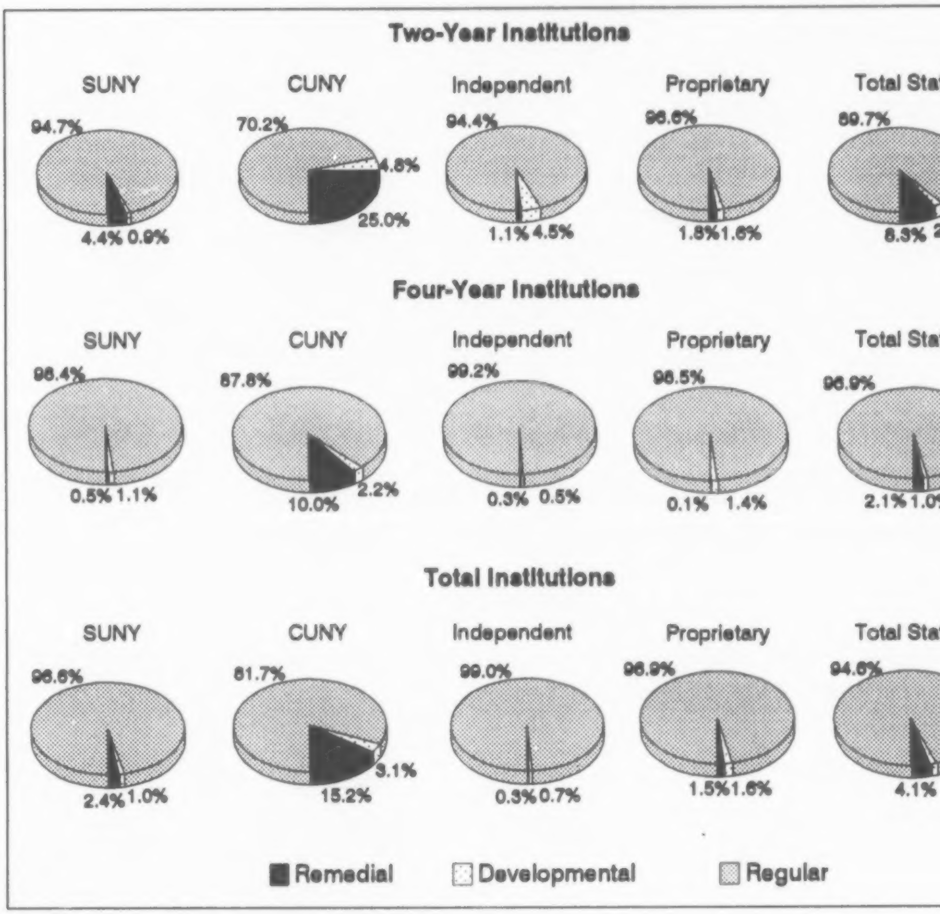
Access For Underprepared Students

From open-admissions community colleges to highly selective universities, higher education institutions face the continuing need to provide remediation for entering, and in some cases, continuing undergraduate students. Many campuses resolved the debate over admission standards by offering remedial and developmental courses to bring students with academic deficiencies up to the level expected at their institutions. In 1989-90, 78 percent of the State's undergraduate institutions provided noncredit remedial courses or credit-bearing developmental courses. Statewide, over 129,000 (12.7 percent) undergraduate students attended at least one remedial course during the 1989-90 academic year. Almost 66,000 additional undergraduates (6.5 percent) participated in developmental courses, which typically combine precollege remediation with college-level material and carry degree credit (Table 7.12). In that year, remedial courses represented 4.1 percent of the total course activity, and developmental courses accounted for an additional 1.3 percent (Figure 7.6).

A larger percentage of students at two-year than four-year institutions participated in remedial and developmental courses. Statewide, 22.3 percent of students in two-year institutions, and 7.4 percent of students in four-year institutions, took remedial course work. Smaller percentages of students participated in developmental course work: 7.8 percent at two-year colleges and 5.7 percent at four-year colleges. Among the four sectors, CUNY had the largest percentages of students taking these courses: at two-year institutions, 56.7 percent took at least one remedial course and 21.8 percent took a developmental course. At four-year CUNY institutions, the comparable percentages were 28.0 and 12.6 percent. Figure 7.6 shows the percentage of all course work accounted for by remedial and developmental courses within each sector.

In 1990-91, New York's opportunity programs in the public and independent sectors (Search for Education, Elevation, and Knowledge; College Discovery; Educational Opportunity Program; and the Higher Education Opportunity Program) provided almost 39,000 economically and educationally disadvantaged students services—remediation, tutoring, counseling—designed to improve their ability to earn a degree. These programs, operating in 67 public and 68 independent institutions, are supported by State and institutional funds. For over 20 years, colleges in all sectors have been successful in graduating many of the students admitted through opportunity programs. Through 1990-91, a total of 56,764 students successfully completed their programs and received degrees.

Figure 7.6
Percent of Students Taking Remedial and Developmental Courses
in New York State Postsecondary Institutions by Sector
July 1, 1989 to June 30, 1990



National Studies of Postsecondary Education

The current inability to track students through their educational careers, particularly through the critical transition from high school to college, makes it difficult to assess the success of high school graduates in earning postsecondary degrees in relation to achievement, race/ethnicity, and socioeconomic background. The 1986 follow-up survey of High School and Beyond (HS&B), discussed in Chapter VI, is useful for examining the postsecondary and employment experiences of high school graduates in the six years following their expected date of graduation.[2] The study sample included 1980 high school seniors as well as sophomores. Because they were first surveyed in the spring of their senior year, only one percent of the sample of 1980 seniors had failed to earn high school diplomas or their equivalent by 1986.

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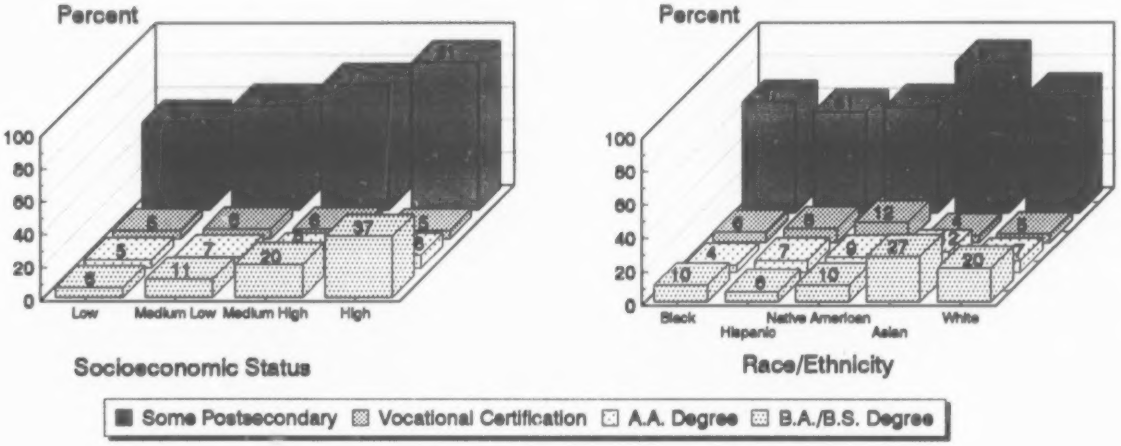
[2] Eva Eagle, Robert A. Fitzgerald, Antoinette Gifford, John Zuma, and C. Dennis Carroll, *A Descriptive Summary of 1980 High School Seniors: Six Years Later* (Washington, D.C.: National Center for Education Statistics, U.S. Department of Education, July 1988).

Seventy percent had enrolled in some form of postsecondary education, most within one year of completing high school. Eighteen percent had earned baccalaureate degrees; 7 percent, associate degrees; and 6 percent, vocational certificates. An additional 10 percent were enrolled in four-year colleges; another 4 percent were enrolled in vocational or two-year schools. The percentages of students completing postsecondary degrees can thus be expected to climb.

The percentage of students entering postsecondary education varied widely by socioeconomic status and race/ethnicity (Figure 7.7). The higher a student's socioeconomic status the more likely they were to have enrolled in postsecondary education and to have earned a baccalaureate degree. Ninety-one percent of students in the highest socioeconomic quartile, compared with 54 percent in the lowest quartile, had enrolled in postsecondary education; 37 percent in the highest quartile, and 6 percent in the lowest quartile, had earned a four-year degree. Asians were most likely to have enrolled in postsecondary education (91 percent) and to have earned a four-year degree (27 percent). Hispanics were least likely to have enrolled (61 percent) and least likely to have earned a four-year degree (6 percent).

Figure 7.7
Percent of 1980 High School Seniors With
Different Levels of Educational Progress by 1986
by Socioeconomic Status and Race/Ethnicity



Other student characteristics influenced the probability of entering and completing postsecondary education. Students who had children were more likely than students without children to earn vocational certificates (12 compared with 7 percent) and to leave school without degrees (67 compared with 43 percent). Students with disabilities were less likely to enroll in postsecondary education than students without disabilities, 64 percent compared with 72 percent. Similarly, students with disabilities were more likely to leave school without a degree, 45 percent compared with 49 percent.

EDUCATION AND EMPLOYMENT

The nation's future welfare requires that we maintain our economic competitiveness by having a literate work force equipped to participate in a rapidly changing economy characterized by technological advances, global competition, and needs for community and infrastructure renewal. Since the State Education Department does not collect data on employment of young people after they leave school or college, this section reports data from other sources.

National Studies of Employment

HS&B provides information about the labor market experiences of high school graduates in the six years following high school completion.[3] During the period between 1980 and 1986, the unemployment rate (those without jobs and looking for jobs) for 1980 seniors varied from three to seven percent. The percentage of the cohort who were not participating in the labor force (because, for example, they were full-time students or homemakers) varied from 24 to 32 percent, stabilizing at 25 percent during the last two years. The percentage of employed males was consistently six to eight percentage points greater than the percentage of employed females. Of those graduates who did not enroll in postsecondary education, 26 percent were employed continuously over the six-year period and 57 percent were employed intermittently; 7 percent were not in the labor force and 11 percent worked part time. Educational attainment was associated with hourly earnings. Those graduates with four-year degrees were earning $7.87 per hour in 1986 compared with $6.10 for graduates with vocational and associate degrees, $5.88 for those who attended but did not complete a postsecondary degree, and $5.72 for those with high school diplomas only.

The 1986 HS&B survey of 1980 high school sophomores has been used to compare the labor market experience of dropouts with that of high school graduates without postsecondary education.[4] One objective was to determine how much of the disadvantage accruing to dropouts can be attributed to failure to complete high school as opposed to background characteristics, such as race/ethnicity, urbanicity, socioeconomic status, and low academic achievement. The labor market experiences of males and females exhibited marked differences. With background characteristics controlled, male dropouts experienced more periods of unemployment and had held more jobs than graduates, but they earned equivalent salaries and enjoyed the same degree of job satisfaction. Compared with female graduates, female dropouts had held fewer jobs, were less satisfied with their jobs, and earned lower salaries, but had not experienced significantly more unemployment. This study covered a relatively short time after graduation; the average age of respondents at the time of the last survey was 22.

There is evidence that the labor market experiences of graduates and dropouts diverge with time. According to the 1990 census, dropouts were more likely to be unemployed, and those who were employed full time were more likely to earn low wages. In 1990, the Census Bureau defined a low-wage job as one that paid no more than $12,195 a year, or $6.10 an hour. Thirty-six percent of Americans with fewer than 12 years of schooling, compared with 22 percent with 12 years and 10 percent with 13 years or more, earned low wages. The percentage of Americans earning low wages has increased since 1974 when 19.7 percent of those with fewer than 12 years, 12 percent of those with 12 years, and 5 percent of those with 13 years or more earned low wages. Some groups were more likely than others to be in low-wage jobs: workers ages 18 to 24, Blacks, and Hispanics.

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[3] Eva Eagle, *A Descriptive Summary of 1980 High School Seniors: Six Years Later.*

[4] Edward J. McCaul, Gordon A. Donaldson, Jr., Theodore Coladarci, and William E. Davis, "Consequences of Dropping Out: Findings From High School and Beyond," *Journal of Educational Research* 85 (1992): 198-207.

New York Statistics

The Current Population Survey yields employment information about all New Yorkers ages 16 to 19. The population is divided into three categories: employed, unemployed and seeking employment, and not in the labor force. In the third-quarter of 1991, 36 percent of these young people were employed. By the third quarter of 1992, the employment-to-population ratio had dropped to 33 percent. Young White New Yorkers were substantially more likely than Blacks or Hispanics to be employed: in 1992, 38 percent of Whites compared with 15 percent of Blacks and 16 percent of Hispanics were employed.

Young New Yorkers ages 16 to 19 are more likely to be unemployed (not employed and looking for work) than older New Yorkers. In 1991, 18.6 percent of New Yorkers ages 16 to 19 were unemployed, compared to 6.7 percent of those age 20 and older (Table 7.13). Blacks and Hispanics in this age range were substantially more likely to be unemployed than Whites.

The unemployment rate for young high school dropouts in New York State is high. According to the 1990 Decennial Census, only 34 percent of 16- to 19-year-old New Yorkers who were not enrolled in school and had not completed high school were employed. This percentage is somewhat lower than the national percentage, 40 percent. Of New Yorkers in this category, 17 percent were unemployed and 49 percent were not in the labor force. The comparable national figures were 17 and 42 percent.

SUMMARY

The number of degrees awarded by postsecondary institutions in the State is increasing, as is the access of minority and disabled students to those institutions. The racial/ethnic distribution of first-time freshmen closely reflects the distribution of high school graduates in the same year. It appears, however, that Black and Hispanic freshmen are less likely than others to eventually earn degrees. Women have increased their share of degrees and earn more than 50 percent of degrees at every level except the doctoral and first-professional. To provide greater access to underprepared students, the majority of State undergraduate colleges offer noncredit remedial and credit-bearing developmental courses. Statewide, 12.7 percent of undergraduate students attended at least one remedial course and 6.5 percent participated in developmental courses.

Young New Yorkers ages 16 to 19 were more likely to be unemployed than older New Yorkers. Among these young adults, high school dropouts and members of minority groups were most likely to be unemployed.

TABLE 7.1

DEGREE-CREDIT ENROLLMENT* BY RACIAL/ETHNIC GROUP, POSTSECONDARY SECTOR AND LEVEL

NEW YORK STATE

FALL 1991

Postsecondary Sector/Level	Total	Black	Hispanic	Other Minority**	White
State University					
Four-year or more	201,414	6.8%	4.4%	5.2%	83.6%
Two-year	190,813	7.1	3.2	2.0	87.7
Total	392,227	7.0	3.8	3.6	85.6
City University					
Four-year or more	131,538	28.6%	14.2%	14.6%	42.6%
Two-year	60,674	34.2	28.8	7.8	29.2
Total	192,212	30.4	18.8	12.4	38.4
Independent					
Four-year or more	363,960	8.3%	5.9%	6.3%	79.5%
Two-year	9,430	9.9	2.2	2.8	85.1
Total	373,390	8.4	5.8	6.2	79.6
Proprietary					
Four-year or more	5,181	7.7%	6.1 %	5.6%	80.6%
Two-year	20,727	26.1	19.5	4.0	50.4
Total	25,908	22.2	16.7	4.3	56.8
All Students					
Four-year or more	702,093	11.9 %	7.1 %	7.6 %	73.4 %
Two-year	281,644	14.6	10.0	3.5	71.8
Total	983,737	12.7	8.0	6.4	72.9

* Includes both full-time and part-time students. Excludes students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.2

FULL-TIME DEGREE-CREDIT ENROLLMENT* BY RACIAL/ETHNIC GROUP, POSTSECONDARY SECTOR AND LEVEL

NEW YORK STATE

FALL 1991

Postsecondary Sector/Level	Total	Black	Hispanic	Other Minority**	White
State University					
Four-year or more	139,173	7.0%	4.5%	5.7%	82.8%
Two-year	96,860	7.7	3.5	2.2	86.5
Total	236,033	7.3	4.1	4.2	84.4
City University					
Four-year or more	68,679	27.7%	21.0%	13.2%	38.1%
Two-year	35,018	33.8	35.7	8.5	22.0
Total	103,697	29.8	26.0	11.6	32.6
Independent					
Four-year or more	249,656	8.5%	6.6%	7.2%	77.7%
Two-year	6,651	7.7	2.2	3.0	87.1
Total	256,307	8.5	6.5	7.1	77.9
Proprietary					
Four-year or more	2,524	10.3%	7.7%	5.9%	76.0%
Two-year	18,418	26.6	20.3	4.0	49.1
Total	20,942	24.6	18.6	4.3	52.5
All Students					
Four-year or more	460,032	11.0%	7.0%	8.9%	73.1%
Two-year	156,947	15.8	12.8	3.9	67.5
Total	616,979	12.3	8.5	7.6	71.6

* Excludes students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.3

PART-TIME DEGREE-CREDIT ENROLLMENT* BY RACIAL/ETHNIC GROUP, POSTSECONDARY SECTOR AND LEVEL

NEW YORK STATE

FALL 1991

Postsecondary Sector/Level	Total	Black	Hispanic	Other Minority**	White
State University					
Four-year or more	62,241	6.5%	4.0%	4.2%	85.3%
Two-year	93,953	6.5	2.8	1.9	88.8
Total	156,194	6.5	3.3	2.7	87.5
City University					
Four-year or more	62,859	29.6%	15.4%	7.5%	47.5%
Two-year	25,656	34.8	19.3	6.7	39.2
Total	88,515	31.1	16.5	7.3	45.1
Independent					
Four-year or more	114,304	7.9%	4.3%	4.3%	83.5%
Two-year	2,779	14.9	2.4	2.4	80.3
Total	117,083	8.1	4.2	4.3	83.4
Proprietary					
Four-year or more	2,657	5.1%	4.6%	5.3%	84.9%
Two-year	2,309	21.9	13.8	3.8	60.5
Total	4,966	12.8	8.8	4.6	73.8
All Students					
Four-year or more	242,061	13.5%	7.3%	5.2%	74.0%
Two-year	124,697	13.1	6.5	3.0	77.4
Total	366,758	13.4	7.0	4.4	75.2

* Excludes students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.4
ENROLLMENT OF FIRST-TIME FRESHMEN* IN NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE
FALL 1988 TO FALL 1991

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
Fall 1988	76,786	7.1 %	3.7 %	2.8 %	86.4 %	46.9%	53.1%
Fall 1989	73,043	7.1	4.0	2.9	86.0	47.3	52.7
Fall 1990	72,107	7.9	4.4	3.6	84.1	47.6	52.4
Fall 1991	68,813	8.2	4.7	4.0	83.0	47.8	52.2
City University of New York							
Fall 1988	27,599	32.2	26.6	9.7	31.5	41.6	58.4
Fall 1989	28,427	32.7	29.4	9.7	28.2	41.7	58.3
Fall 1990	27,002	32.8	28.2	10.0	29.0	41.8	58.2
Fall 1991	25,574	32.3	29.4	10.8	27.5	41.3	58.7
Independent							
Fall 1988	55,128	7.9	6.6	5.1	80.4	47.5	52.5
Fall 1989	54,303	8.9	7.0	5.8	78.3	47.6	52.4
Fall 1990	51,268	9.7	8.0	7.2	75.1	47.7	52.3
Fall 1991	49,867	9.7	8.1	7.5	74.7	47.8	52.2
Proprietary							
Fall 1988	9,177	25.5	17.0	5.8	51.7	27.7	72.3
Fall 1989	8,266	25.9	18.6	7.7	47.8	29.9	70.1
Fall 1990	7,594	24.7	18.4	6.0	50.9	28.8	71.2
Fall 1991	8,410	25.3	20.9	3.6	50.1	30.7	69.3
Total							
Fall 1988	168,690	12.4	9.1	4.8	73.7	45.2	54.8
Fall 1989	164,039	13.1	10.1	5.2	71.6	45.5	54.5
Fall 1990	157,971	13.6	10.4	6.0	70.0	45.7	54.3
Fall 1991	152,664	13.8	10.9	6.3	69.0	45.7	54.3

* Includes both full-time and part-time students.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.5

ASSOCIATE DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1982-83, 1986-87 and 1990-91

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	30,069	2.5 %	1.1 %	0.8 %	95.6 %	48.2%	51.8%
1982-83	31,310	3.2	1.4	1.5	93.9	46.1	53.9
1986-87	28,427	4.1	1.7	1.5	92.7	42.9	57.1
1990-91	31,506	4.4	2.5	2.1	91.0	42.3	57.7
City University of New York							
1978-79	7,893	33.2	16.9	4.1	45.8	40.1	59.9
1982-83	6,615	37.0	22.6	6.6	33.8	37.9	62.1
1986-87	6,924	36.1	26.1	7.7	30.1	33.1	66.9
1990-91	6,776	35.0	25.6	8.2	31.2	34.7	65.3
Independent							
1978-79	6,000	10.2	4.0	0.9	84.9	49.1	50.9
1982-83	6,244	10.2	6.6	1.8	81.4	41.8	58.2
1986-87	5,972	14.2	5.9	2.2	77.7	40.1	59.9
1990-91	7,311	11.4	7.0	3.8	77.8	40.3	59.7
Proprietary							
1978-79	3,276	16.3	5.4	1.0	77.3	34.9	65.1
1982-83	3,720	22.3	15.9	1.5	60.3	25.7	74.3
1986-87	4,415	23.4	12.9	3.1	60.6	24.2	75.8
1990-91	4,130	23.2	15.2	3.8	57.8	27.0	73.0
Total							
1978-79	47,238	9.9	4.6	1.4	84.1	46.1	53.9
1982-83	47,889	10.7	6.4	2.3	80.6	42.8	57.2
1986-87	45,738	12.4	7.3	2.8	77.5	39.3	60.7
1990-91	49,723	11.2	7.4	3.3	78.1	39.7	60.3

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.6

BACHELOR'S DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1982-83, 1986-87 and 1990-91

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	25,111	3.4 %	1.2 %	1.2 %	94.2 %	48.5%	51.5%
1982-83	25,417	3.7	1.3	1.7	93.3	46.7	53.3
1986-87	25,082	4.1	1.9	2.7	91.3	45.4	54.6
1990-91	27,900	4.8	2.5	3.7	89.0	44.1	55.9
City University of New York							
1978-79	13,072	23.1	10.2	5.3	61.4	45.2	54.8
1982-83	9,364	25.7	15.3	8.6	50.4	40.2	59.8
1986-87	8,416	26.5	14.8	10.0	48.7	40.7	59.3
1990-91	9,842	24.0	15.4	11.5	49.1	38.2	61.8
Independent							
1978-79	44,679	6.5	2.3	1.8	89.4	52.1	47.9
1982-83	47,922	6.9	3.2	2.9	87.0	48.5	51.5
1986-87	47,944	6.5	4.3	3.8	85.4	46.8	53.2
1990-91	51,090	6.5	4.6	5.3	83.6	47.1	52.9
Proprietary							
1978-79	345	7.0	3.8	0.9	88.3	53.6	46.4
1982-83	488	5.5	5.1	2.3	87.1	49.6	50.4
1986-87	441	5.4	3.9	4.3	86.4	47.2	52.8
1990-91	371	7.0	8.6	5.7	78.7	48.0	52.0
Total							
1978-79	83,207	8.4	3.3	2.2	86.1	49.9	50.1
1982-83	83,191	8.3	4.1	3.2	84.4	47.0	53.0
1986-87	81,883	7.9	4.6	4.1	83.4	45.8	54.2
1990-91	89,203	7.9	5.1	5.5	81.5	45.2	54.8

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.7

MASTER'S DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1982-83, 1986-87 and 1990-91

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	5,881	3.3 %	1.5 %	1.5 %	93.7 %	40.5%	59.5%
1982-83	5,239	2.9	1.5	1.7	93.9	39.9	60.1
1986-87	4,907	3.1	1.7	2.5	92.7	37.2	62.8
1990-91	6,633	3.2	2.1	2.1	92.6	33.8	66.2
City University of New York							
1978-79	3,067	12.1	6.0	3.2	78.7	37.0	63.0
1982-83	2,814	15.6	8.4	6.7	69.3	34.0	66.0
1986-87	3,117	13.8	7.7	5.3	73.2	33.3	66.7
1990-91	4,239	17.2	9.7	9.8	63.3	30.7	69.3
Independent							
1978-79	22,353	7.6	2.8	2.9	86.7	48.0	52.0
1982-83	22,428	6.2	4.3	4.1	85.4	46.8	53.2
1986-87	21,593	5.4	3.6	4.6	86.4	44.4	55.6
1990-91	22,534	5.6	4.1	5.7	84.6	41.6	58.4
Proprietary							
1978-79	- -	- -	- -	- -	- -	- -	- -
1982-83	- -	- -	- -	- -	- -	- -	- -
1986-87	30	- -	3.3	- -	96.7	40.0	60.0
1990-91	46	- -	- -	8.7	91.3	37.0	63.0
Total							
1978-79	31,301	7.3	2.9	2.7	87.1	45.5	54.5
1982-83	30,481	6.6	4.3	3.9	85.2	44.4	55.6
1986-87	29,647	5.9	3.8	4.3	86.0	42.1	57.9
1990-91	33,452	6.6	4.4	5.5	83.5	38.6	61.4

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.8

DOCTORAL DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1982-83, 1986-87 and 1990-91

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	671	3.9 %	0.5 %	3.1 %	92.5%	68.3 %	31.7%
1982-83	641	3.5	1.9	5.6	89.0	64.1	35.9
1986-87	564	1.7	2.1	6.1	90.1	57.6	42.4
1990-91	592	3.1	2.0	5.1	89.8	54.4	45.6
City University of New York							
1978-79	251	4.8	13.9	6.0	75.3	58.6	41.4
1982-83	190	4.0	4.6	4.0	87.4	48.4	51.6
1986-87	190	6.3	1.1	6.8	85.8	49.5	50.5
1990-91	233	7.3	6.9	9.0	76.8	58.4	41.6
Independent							
1978-79	2,026	3.5	2.4	2.7	91.4	63.1	36.9
1982-83	1,953	4.0	3.1	5.1	87.8	58.6	41.4
1986-87	1,999	3.5	3.6	6.4	86.5	57.8	42.2
1990-91	1,912	4.4	3.3	5.8	86.5	50.6	49.4
Proprietary							
1978-79	--	--	--	--	--	--	--
1982-83	--	--	--	--	--	--	--
1986-87	--	--	--	--	--	--	--
1990-91	--	--	--	--	--	--	--
Total							
1978-79	2,948	3.7	3.0	3.1	90.2	63.9	36.1
1982-83	2,784	3.9	2.9	5.1	88.1	59.2	40.8
1986-87	2,753	3.3	3.1	6.4	87.2	57.2	42.8
1990-91	2,737	4.4	3.3	5.9	86.4	52.1	47.9

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.9
FIRST-PROFESSIONAL DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1982-83, 1986-87 and 1990-91

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	959	5.8 %	1.5 %	1.4 %	91.3 %	72.2%	27.8 %
1982-83	1,103	4.8	1.4	2.2	91.6	68.6	31.4
1986-87	1,141	5.3	3.1	3.8	87.8	60.6	39.4
1990-91	1,127	7.5	3.3	8.1	81.1	57.8	42.2
City University of New York							
1978-79	- -	- -	- -	- -	- -	- -	- -
1982-83	- -	- -	- -	- -	- -	- -	- -
1986-87	138	10.9	12.3	6.5	70.3	37.7	62.3
1990-91	138	11.6	10.1	5.8	72.5	40.6	59.4
Independent							
1978-79	5,265	3.0	1.4	1.1	94.5	71.0	29.0
1982-83	5,560	3.8	2.1	2.4	91.7	64.4	35.6
1986-87	5,639	4.2	3.8	3.8	88.2	61.5	38.5
1990-91	6,143	4.4	4.5	7.3	83.8	58.0	42.0
Proprietary							
1978-79	- -	- -	- -	- -	- -	- -	- -
1982-83	- -	- -	- -	- -	- -	- -	- -
1986-87	- -	- -	- -	- -	- -	- -	- -
1990-91	- -	- -	- -	- -	- -	- -	- -
Total							
1978-79	6,224	3.4	1.5	1.2	93.9	71.2	28.8
1982-83	6,663	4.0	1.9	2.4	91.7	65.1	34.9
1986-87	6,918	4.6	3.8	3.8	87.8	60.9	39.1
1990-91	7,408	5.0	4.4	7.4	83.2	57.7	42.3

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.10

ENROLLMENT OF STUDENTS WITH DISABILITIES IN INSTITUTIONS OF HIGHER EDUCATION BY TYPE OF DISABILITY

NEW YORK STATE
FALL 1981 TO FALL 1991

Year	Type of Disability							Total Degree-Credit Enrollment	Percent Disabled of Total Enrollment
	Mobility Impaired	Visually Impaired	Acoustically Impaired	Multiple Impairment	Learning Disabled	Other	Total		
Fall 1981	2,600	1,034	1,608	244	NA	4,059	9,545	990,281	1.0 %
Fall 1983	2,560	1,171	2,063	536	NA	3,629	9,959	999,175	1.0
Fall 1985	2,587	1,286	2,186	616	2,296	3,690	12,661	977,882	1.3
Fall 1987	2,928	1,290	2,272	972	3,553	3,642	14,657	969,470	1.5
Fall 1989	2,905	1,245	2,063	812	5,580	4,433	17,038	1,003,338	1.7
Fall 1991	3,080	1,302	2,104	1,123	7,673	4,817	20,099	1,023,554	2.0

Note: The enrollment of disabled students data should be used with caution. It was necessary for some institutions to provide estimated data and many institutions provided only a count of students who identified themselves to the institution as having a disability requiring some special consideration or assistance.

TABLE 7.11

ENROLLMENT OF STUDENTS WITH DISABILITIES IN INSTITUTIONS OF HIGHER EDUCATION BY POSTSECONDARY SECTOR AND TYPE OF DISABILITY

NEW YORK STATE
FALL 1991

Postsecondary Sector	Type of Disability							Total Degree-Credit Enrollment	Percent Disabled of Total Enrollment
	Mobility Impaired	Visually Impaired	Acoustically Impaired	Multiple Impairment	Learning Disabled	Other	Total		
State University of New York	1,510	609	450	384	3,997	2,666	9,616	400,777	2.4 %
City University of New York	715	237	267	447	1,119	1,278	4,063	200,336	2.0
Independent	832	456	1,374	292	2,519	834	6,307	395,816	1.6
Proprietary	23	0	13	0	38	39	113	26,625	0.4
Total State	3,080	1,302	2,104	1,123	7,673	4,817	20,099	1,023,554	2.0

Note: The enrollment of impaired students data should be used with caution. It was necessary for some institutions to provide estimated data and many institutions provided only a count of students who identified themselves to the institution as having a disability requiring some special consideration or assistance.

Table 7.12

NUMBER OF STUDENTS TAKING REMEDIAL AND DEVELOPMENTAL COURSES AND TOTAL UNDERGRADUATE DEGREE-CREDIT ENROLLMENT IN POSTSECONDARY INSTITUTIONS BY SECTOR

NEW YORK STATE

JULY 1, 1989 TO JUNE 30, 1990

Sector/Level	Remedial Courses		Developmental Courses		Total Degree Credit Enrollment*
	Number of Students*	Percent of Total	Number of Students*	Percent of Total	
SUNY					
Two-Tear	31,907	13.5 %	9,382	4.0 %	236,111
Four-Year	4,642	2.3	12,798	6.3	202,806
Total	36,549	8.3	22,180	5.1	438,917
CUNY					
Two-Year	41,661	56.7	16,025	21.8	73,490
Four-Year	38,795	28.0	17,533	12.6	138,679
Total	80,456	37.9	33,558	15.8	212,169
INDEPENDENT					
Two-Year	1,226	6.2	1,254	6.3	19,773
Four-Year	5,604	1.8	7,359	2.4	310,843
Total	6,830	2.1	8,613	2.6	330,616
PROPRIETARY					
Two-Year	5,142	17.3	1,268	4.3	29,713
Four-Year	122	1.3	300	3.3	9,071
Total	5,264	13.6	1,568	4.0	38,784
TOTAL STATE					
Two-Year	79,936	22.3	27,929	7.8	359,087
Four-Year	49,163	7.4	37,990	5.7	661,399
Total	129,099	12.7 %	65,919	6.5 %	1,020,486

* Unduplicated count; each student is counted once regardless of the number of terms attended during the academic year.

TABLE 7.13

UNEMPLOYMENT RATE OF THE CIVILIAN POPULATION BY AGE GROUP, RACE/ETHNIC GROUP AND GENDER

NEW YORK STATE

1987 TO 1991

Age Group	Total	Race/Ethnic Group			Gender	
		Black	White	Hispanic*	Male	Female
16 Years of Age and Older						
1987	4.9 %	9.3 %	4.2 %	8.3 %	5.2 %	4.4 %
1988	4.2	7.3	3.7	6.3	4.4	3.9
1989	5.1	10.8	4.3	8.0	5.4	4.8
1990	5.2	9.3	4.5	7.4	5.6	4.7
1991	7.2	11.5	6.5	10.4	7.8	6.4
16 -19 Years of Age						
1987	12.1	22.9	10.6	23.6	11.7	12.6
1988	11.8	26.9	9.9	NA	12.3	11.5
1989	14.5	33.5	11.5	27.5	17.1	11.9
1990	13.9	27.9	12.0	20.0	16.0	11.7
1991	18.6	38.9	16.5	25.8	20.3	16.7
20 Years of Age and Older						
1987	4.4	8.6	3.8	7.4	4.8	3.9
1988	3.7	6.3	3.3	NA	3.9	3.5
1989	4.5	9.4	3.8	6.7	4.7	4.3
1990	4.8	8.4	4.2	6.1	5.1	4.3
1991	6.7	10.6	6.1	9.7	7.3	5.9

* Hispanic individuals are also included in the figures for the categories Black and White.

Source: U. S. Bureau of Labor Statistics, Current Population Survey.

CONCLUSION

The findings of this report confirm the need for fundamental changes in elementary, middle, and secondary education. Again this year, we have documented the remarkable success of many New York State students on the most rigorous State and national measures of achievement. Since 1988, performance has improved on four of the five Pupil Evaluation Program tests and on five Regents examinations: foreign languages, sequential mathematics I, earth science, biology, and global studies. New York students continued their impressive performance on national programs of student achievement. While New York State accounted for seven percent of all graduates nationwide, State students wrote approximately 12 percent of the Advanced Placement examinations, comprised more than 10 percent of the students commended by the National Merit Scholarship Program, constituted 50 percent of the winners in the Westinghouse Science Talent Search, and scored 11 points higher than the national average on the combined College Board Achievement Tests.

Again, however, in too many schools with large numbers of minority students and concentrated poverty, many students left school without diplomas and those that graduated were not prepared for a complex and changing society. Again too many third-graders had not acquired the basic reading proficiency required to succeed in higher grades—and thus, without dramatic changes in the educational system, are destined to follow their brothers and sisters into lives of poverty.

The increases in resources and services—more students served in compensatory and special-education programs, greater access to technology, better prepared and higher-salaried teachers—realized during the past decade have yielded only modest improvements in performance. There are many reasons for these disappointing results, including the concentration of children who live in poverty in certain schools as well as the continued inadequacy of human and material resources in many schools with high percentages of minority children (who are disproportionately poor). But we *know* that children from even the worst circumstances, if given appropriate instruction and support, can succeed in school. We have daily evidence that this is so, demonstrated by caring, effective teachers and children in pockets of excellence obscured by the statewide averages.

The problem is that the educational system—schools as we still organize and run them, prevailing notions of curriculum and instructional method, the existing allocations of responsibility and authority—has become obsolete. Therefore, to change the system so that it produces the desired results, the Regents have initiated *A New Compact for Learning*. This new system which we are striving to establish—with the participation and endorsement of educators, public officials, business leaders, parents, and students—is based on certain fundamental principles.

1. All children can learn.

All children are capable of learning and contributing to society. No child should be permitted to fail.

2. Focus on results.

Our mission is not to keep school—it is to see that children learn. The energies of all participants should be focused on achieving the desired outcomes. Accountability does not end with following established rules and procedures; its essence is found in results.

3. ***Aim for mastery.***

Minimum competence, while necessary, is not enough. Successful participation in our society demands much more. All children are entitled to a curriculum, to instructional methods, and to adult expectations which challenge them to perform at their best, and help them to become truly proficient in knowledge and skill.

4. ***Provide the means.***

Every child in New York State is entitled to the resources necessary to provide the sound, basic education which the State Constitution requires. The requirement is not equality of input, but equity of outcome.

5. ***Provide authority with accountability.***

Each participant in the educational system should have the authority needed to discharge effectively his or her responsibility, and each participant should be held accountable for achieving the desired results. This principle applies to all participants in the education process—students, parents, teachers, counselors, librarians, administrators, Board of Education members, others.

6. ***Reward success and remedy failure.***

Achievement of desired results by individuals and groups should be rewarded. The existing system tends to reward those who make no waves. The times demand a system which rewards those who take risks to produce results. Occasional failure in a large and diverse system is probably unavoidable. However, failure should not be permitted to persist. When it occurs, with either individuals or groups, help should be provided and the situation changed.

Following its approval of *A New Compact for Learning* in March 1991, the Board of Regents adopted an implementation plan and has taken significant steps to put that plan to effect. Specifically, the Department is currently reorganizing to refocus staff resources more effectively behind the implementation of the New Compact and to shift its focus from a regulatory to a helping function. Simultaneously, the new Quality Council is developing plans to improve the Department's effectiveness and efficiency by implementing the principles of Total Quality Management.

During 1992 two groups composed of experts representing a wide range of fields and interests have met, studied issues, and made recommendations to the Regents. The Curriculum and Assessment Council developed guidelines for setting desired learning outcomes, proposed a system of shared State and local responsibility for assessing students' progress toward achieving them, and recommended revising the graduation requirements so that all students work toward a Regents diploma. The Equity Study Group produced a series of papers recommending ways of addressing the disparity in student outcomes described in this report. These papers proposed outcome-based concepts and standards of pupil equity that are legally, programmatically, and fiscally defensible.

The work of these groups has helped to inform the development of the Regents proposal for reform of State aid to schools. This reform proposal would reduce the current total of 53 different aid formulas to three aid categories and channel more money to districts where large numbers of students live in poverty.

The Department has initiated School Quality Reviews, a process involving teams of teachers, supervisors, parents, and members of the wider community. This collaborative process, focusing on the quality of teaching and learning, will support and strengthen schools across the State. We have initiated a network to provide the staff development that is required to make the Compact a reality. So that others may benefit from the experience of successful schools, we have created a Compact Partnership Schools Program to promote local initiative in changing organization and practice to improve educational outcomes.

The Regents have undertaken significant policy development in other areas. Specifically, the Board approved a regulation that ensures parent and teacher participation in school-based planning and decision making. The Board, with Department staff and a wide range of advisors, is developing indicators to measure progress in achieving the strategic objectives of the New Compact. In 1992, the Regents approved a plan of action to improve health care services in New York City. As this report is issued, the Regents are considering actions plans to implement the Regents Policy Statement on Early Childhood and to address the problems in the State's lowest-performing schools. While much has been done, however, much more remains to be accomplished.

As we begin 1993, we are aware that the State's fiscal situation continues to be very difficult. At such a time, we can expect limited additional funds to advance these proposals for educational improvement. However, fiscal constraints by no means constitute a reason to delay education reform. Far from it: they provide all the more reason to move this agenda—to move New York State toward a system that links investment in education to demonstrable results. The data presented in this report make a compelling case for change. A time of fiscal constraint is a time to examine every expenditure to maximize the benefit it yields: to reexamine and revise fundamentally the ways in which schools are organized and operated in New York State, and to devise new modes that will produce more satisfactory results.

APPENDIX A: DATA RESOURCES

In August 1987, the New York State Legislature enacted an amendment to Section 215-a of Education Law which requires the Board of Regents to submit an annual report on the educational status of the State's schools. The Chapter 655 amendment specifies the information to be reported, with a strong focus on data related to student performance. An important element of this law, one consistent with the Department's dual commitment to educational excellence and equity, is the requested display of data by racial/ethnic group and gender, on both a statewide and individual district basis "to the extent practicable."

DATA SOURCES FOR THE FEBRUARY 1993 EDITION

The Department relied on its current reporting systems to supply most data for the February 1993 edition of this report: the Basic Educational Data System (BEDS), the Higher Education Data System (HEDS), the School Financial System (SF), and the State Testing Program. The BEDS system includes three parts: school building data, district data, and professional personnel data. From public elementary and secondary schools, BEDS annually collects data on enrollment, professional staff, dropouts, students with limited English proficiency, students from families on public assistance, student support services, school facilities, and technology and library media resources. Similar data are collected from nonpublic schools. From public school districts, BEDS collects data on districtwide enrollments, personnel, and programs. Finally, from public school professional staff, BEDS collects demographic information such as salary, education, experience, and certification. HEDS annually collects data from postsecondary institutions, including enrollments, degrees granted, faculty profiles, and expenditures. The SF system stores the data from the Annual Financial Report for School Districts. The State Testing Program collects State test results and related information from public and nonpublic schools.

Data from these four databases were supplemented by several sources. Information was generated from several reports based on the 1990 Decennial Census or the annual *Current Population Survey* and from other governmental reports. Information about results on the Scholastic Aptitude Test, the Achievement Tests, and the Advanced Placement Program was developed with the cooperation of The College Board. Finally, several program offices within the State Education Department contributed both statistical data and programmatic information.

STATUS OF DEPARTMENT DATA COLLECTION EFFORTS

Currently, the Department routinely collects two categories of data about schools and students. The first is student-specific information. The second is aggregated data, reported to the Department for school buildings and school districts.

The Department gathers student-specific data through a variety of collection forms, such as the New York State High-School-Equivalency-Examination answer sheet and the System to Account for Children (STAC) forms (for students with disabilities). The STAC data-collection forms are also linked to unique case-registration numbers, which permit the implementation of a tracking system for all participating students.

A wide variety of critical data—especially test performance, dropout, and attendance data—is locally recorded on an individual basis, but submitted to the Education Department at the building level. The Pupil Evaluation Program test results, the Regents competency test results, and Regents examination results are all examples of routinely submitted, locally aggregated performance data.

With the exception of the student-specific information that is now retrieved, the Department's current capacity to display race/ethnicity-specific outcome information is limited. For example, current test scores reports submitted by school buildings do not provide statistics by race/ethnicity and, therefore, do not permit the direct determination of how Black, Hispanic, other minority, or White students attending these schools have performed. Similarly, the dropout and attendance data now submitted to the Department are aggregated, without gender or racial/ethnic breakdowns. Beginning in fall 1993, however, schools will be required to provide dropout data aggregated by gender and race/ethnicity. The same limitations of the current data apply to efforts to determine the level of academic success of children from low-income families.

To relate data about race/ethnicity and poverty status to outcome data, the Department uses a second strategy based on currently available information about the composition of school enrollments. These data permit the Department to display school performance statistics by the percentage of minority enrollment and by the percentage of pupils from families on public assistance. This strategy, however, may mask differences in performance among racial/ethnic groups, particularly in buildings in which a specific group constitutes a relatively small percentage of the total enrollment.

The Department is also a participant in (and has received the legislative support for supplementing) the National Education Longitudinal Survey (NELS: 88), sponsored by the National Center for Education Statistics. A sample of eighth-grade students was selected in spring 1988. Extensive data on academic achievement, aspirations, family and parent involvement, and school environment have been collected from these students in 1988, 1990, and 1992. Sample size is sufficient to ensure accurate generalizations at the State level for students of different racial/ethnic and socioeconomic backgrounds, providing a wealth of data relevant to policymaking. Because of the special augmentation to the original sample, these data not only support an analysis of specific population groups statewide, but also provide information for New York City in particular. Relevant information from the 1988 and 1990 New York State surveys has been summarized in this report.

In summary, the Department has the capacity to respond to a variety of policy questions involving students of different racial/ethnic and socioeconomic backgrounds. This capacity, moreover, is expanding as the Department revises its data collection procedures and collects additional data aggregated by gender and race/ethnicity. Other information needs can only be addressed through specialized sampling studies.

DEPARTMENT INITIATIVES RELATED TO DATA COLLECTION AND ANALYSIS

The Department has also undertaken several major initiatives to ensure that data collection and analysis become integrated with and support critical planning, supervision, and evaluation activities at both the State and local levels. These initiatives include Technology Network Ties (TNT), the Statewide Student Data Base, and the Fiscal Profiles project.

Technology Network Ties (TNT)

This program integrates computer hardware, software, and communications technologies in a comprehensive statewide network linking school districts, BOCES, libraries, and other educational agencies with the State Education Department. The goal of the program is to support and enhance the teaching/learning environment through increased access to, and sharing of, instructional services and management applications in the schools. The primary focus is to network schools and BOCES across the State and integrate their information needs to provide timely and accurate reporting systems and outlets for sharing state-of-the-art instructional information.

School districts connected to the TNT backbone have the capacity to pilot new modes of instructional delivery, report student progress on an individual basis, make strategic decisions based on information supported in the system, and reduce the burden of paperwork by reporting data electronically to the State Education Department.

Currently, the TNT backbone links the nine BOCES Regional Information Centers and New York City with the State Education Department. From each site, there are interconnections to all 41 BOCES and 567 school districts. More than 2,000 school buildings in New York State are connected to the network.

Statewide Student Data Base

The Department is revising its data collection policy to require all school districts to submit electronically individual student records containing specified biographical and educational data. Current regulations require districts to submit essentially the same information aggregated by grade and/or school in paper-and-pencil format. These records will form a State electronic depository of individual student records and provide a common core of student information that meets State reporting requirements and facilitates aggregating information across districts.

Further, a scheme is being developed, consistent with enabling legislation passed in 1990, for assigning unique numbers to students on their first enrollment in a State public school. This system will allow students to be tracked as they transfer from district to district within the State. The statewide student database is designed to meet current and anticipated information needs, to support better decision making regarding resource allocation, to improve services to students, and to provide information for State policymakers on matters such as the usefulness of current laws and regulations in ensuring that young people receive the educational services they need.

In anticipation of this policy change, the Department has developed software, the Student Information System (SIS), designed to address multiple needs, ranging from operational needs in the school building to the policy needs at the central board and State. SIS is not designed to be implemented "top-down"; it provides immediate and tangible benefits for those using the system at the school building.

It also facilitates the extraction of student records from existing district data bases into the State electronic depository.

Many districts have automated student record systems (compatible with the anticipated State depository) that allow them to track the progress of students from grade to grade and school to school within the district. For districts who do not, SIS, maintained at the Regional Information Centers, is a convenient, cost-effective method of automating student records and ensuring compatibility with the State depository. As of January 1993, 65 districts, enrolling approximately 225,000 students, have implemented their student record systems on SIS and many other districts are in the process of doing so. The large number of student records available on compatible data bases (such as New York City's *Automate the Schools*) will facilitate the realization of the State depository. School districts have been informed that all required State data reporting is expected to be done electronically via TNT by July 1, 1993.

Fiscal Profiles of School Districts

The Education Department has developed a computerized reporting system, the School District Fiscal Profiles, which provides a detailed and comprehensive view of spending, revenue, staffing, salary, and educational performance trends in districts. The profiles are derived from data submitted by school districts. Generating the profiles requires the merging of many computerized files from several different databases and the calculating of statistics not previously used by the Department. The Department publishes the School District Fiscal Profiles annually.

REGENTS POLICY

In developing these data collection and analysis initiatives, the Regents and the Department addressed several policy questions concerning the purposes of data collection and analysis, the importance of individual student data, the appropriate use of technology, and the need for a common, integrated database.

Information is crucial for decision making. Teachers and administrators must have reliable, accurate, and timely information about all their students, provided in ways that make it easy to analyze student progress individually and by groups. At the same time, by law, information about individuals must be kept secure and confidential. The Regents therefore support the prosecution, to the full extent of the law, of any individual or group that accesses or uses information in an unauthorized manner, or uses information systems (or the information they contain) maliciously, destructively, or for personal gain.

The Regents support local district planning to use technology in management and in support of instruction. This process must examine hardware and software, sources of funding, and the relationship of these with curricular objectives, focusing on technology as a supportive tool, rather than an end in itself.

APPENDIX B: ANNOTATED BIBLIOGRAPHY

For further information, the reader is referred to the following State Education Department Publications. These publications may be ordered from the New York State Education Department, Publications Distribution Unit, Albany, New York 12234. Telephone Number: (518) 474-3806.

For future information, the reader may communicate with the contact persons listed.

CENTRAL ADMINISTRATION

Fiscal Analysis and Services Unit
New York State Education Department
Room 216
Albany, NY 12234
Telephone: (518) 474-5213

Title	Description
Analysis of School Finances In New York State School Districts	The Analysis summarizes school district expenditures by comparing various percentiles of operating expenditures per pupil, by describing the magnitude of the disparity in approved operating expenditure per pupil between districts at the 10th and 90th percentiles of expense, and by providing a series of decile tables ranked on several district wealth measures. This report is published annually. Contact Person: Darlene Tegza — Principal Education Planner
Annual School District Fiscal Profile Report	A comprehensive statistical profile of revenue and expenditure patterns covering a 5-year period, this profile is designed to address a variety of policy-related questions concerning changes in expenditure priorities; shifting patterns of state, local, and federal revenues; and changes in selected fiscal and educational characteristics of school districts. Contact Person: Richard Glasheen — Associate in Educational Finance Research

OFFICE OF ELEMENTARY, MIDDLE, AND SECONDARY EDUCATION

Division of Educational Testing
New York State Education Department
Room 773 - EBA
Albany, NY 12234
Telephone: (518) 474-5902

Title	*Description*
Comprehensive Assessment Report *Comprehensive Assessment Report Reference Group Summaries* *Guide to the Comprehensive Assessment Report*	This report summaries State test data and other information, such as dropout and attendance rates, for the past three years. It is produced annually for each school and school district as well as selected reference groups.

Contact Person: Carolyn Byrne — Director

Information Center on Education
New York State Education Department
Room 385-EBA
Albany, NY 12234
Telephone (518) 474-8716

Title	*Description*
Public School Enrollment and Staff	Public school enrollment and staff data for each public school district for the current school year are presented. This publication is available in the spring.
Nonpublic School Enrollment and Staff	Nonpublic enrollment and staff data are presented in summary and disaggregated form (by county and religious affiliation). The publication is available in the spring.
Racial/Ethnic Distribution of Public School Students and Staff	Historical and current data (by school district) on the racial/ethnic distribution of public school students and staff are presented in this publication, which is available in the spring.
Distribution of High School Graduates and College-Going Rate	Available in the spring, this publication shows historical and current data (aggregated by county) for both public and nonpublic high school graduates.

Title	*Description*
Annual Educational Summary: Statistical and Financial Summary of Education in New York State	This publication continues an annual time series begun in the early 1900s. It presents pertinent statistics for the current school year and trends for earlier years. While emphasis is placed on summary tables and figures, individual school district data for revenues, expenditures, property value, and attendance are shown.
Projections of Public and Nonpublic School Enrollment and High School Graduates	Published periodically, presents 10-year enrollment projections by grade within geographic region.
Projections of Public School Classroom Teachers	Published periodically, this report presents five-year projections of public school classroom teachers, teacher position vacancies, and vacancies to be filled by newly trained teachers. Projections are displayed by subject area for New York State, New York City, and the State excluding New York City.
Directory of Public Schools and Administrators	Published in the early fall, this is the sole reference available which shows names, addresses, and telephone numbers of chief school officers and school principals.
Directory of Nonpublic Schools and Administrators	Published in the early fall, this is the sole reference available showing names, addresses and telephone numbers of nonpublic school principals. It also shows the registration status of nonpublic high schools.
Women Administrators in New York State Public Schools	Published periodically, this report presents historical trends on the status of women administrators in the public schools of New York State. The latest report covers the period 1968 through 1991 and includes information on educational preparation and patterns of employment of women administrators and all persons employed as school administrators.
Public School Professional Personnel Report	A detailed presentation of the demographic characteristics of public school professional staff for the current school year. This publication is available in the spring.

Contact Person: Leonard Powell — Chief

OFFICE OF POSTSECONDARY EDUCATION

Office of Postsecondary Policy Analysis
New York State Education Department
Room 5B44 CEC
Albany, NY 12230
Telephone: (518) 474-3874

Title	*Description*
College and University Opening Fall Enrollment	Published in the winter, this publication presents opening fall enrollment data by level and institution for the current academic year.
College and University Admissions and Enrollment	Published after the close of academic year, this report presents a detailed analysis of admissions and enrollments in summary and disaggregated (by college) form.
College and University Degrees Conferred	Published after the close of the academic year, this report presents a detailed analysis of degrees conferred in summary and disaggregated (by college and subject area) form.
College and University Racial/Ethnic Distribution of Degrees Conferred	This annual publication presents racial/ethnic data by type of institution and level of student.
College and University Racial/Ethnic Distribution of Enrollment	This annual publication presents racial/ethnic data in both summary and disaggregated (by control, level of student, and subject area) form.

Contact Person: James Brady — Chief, Higher Education Data System

APPENDIX C

GLOSSARY
STATISTICS FOR NONPUBLIC SCHOOLS

STUDENTS

- **Total Enrollment:** The number of students enrolled in kindergarten through grade 12 plus those in ungraded classes for children with disabilities, 1991-92. Source: Basic Educational Data System.
- **Percent White:** The number of enrolled White (not Hispanic) students divided by the total school enrollment, 1991-92. Source: Basic Educational Data System.
- **Percent Black:** The number of enrolled Black (not Hispanic) students divided by the total school enrollment, 1991-92. Source: Basic Educational Data System.
- **Percent Hispanic:** The number of enrolled Hispanic students divided by the total school enrollment, 1991-92. Source: Basic Educational Data System.
- **Percent Other:** The number of enrolled other minority students divided by the total school enrollment, 1991-92. Other minority groups include American Indian, Alaskan Native, Asian and Pacific Islander. Source: Basic Educational Data System.
- **Annual Attendance Rate:** Data Not Available.
- **Dropout Rate:** The number of dropouts, between July 1, 1990 and June 30, 1991, divided by the grades 9-12 enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12, expressed as a percentage. A dropout is defined as any pupil who left school prior to graduation for any reason except death and did not enter another school or high school equivalency preparation program. If a school did not have enrollment in grades 9-12 in 1990-91, the dropout rate will be blank. Source: Basic Educational Data System.
- **Percent Free/Reduced Lunch:** Data Not Available.
- **L.E.P. Rate:** The number of students of limited English proficiency (as defined by Section 154.2(a) of the Regulations of the Commissioner of Education) divided by the total school enrollment expressed as a percentage, 1991-92. Source: Basic Educational Data System.
- **Percent of Graduates Who Received Regents Diplomas:** The number of high school graduates who received Regents diplomas divided by the total number of diplomas granted. Blanks will print if the school had no twelfth grade in 1991-92. Source: Division of Educational Testing.
- **Percent to College:** The number of 1990-91 high school graduates entering four-year, two-year, or other postsecondary institutions, as reported by school principals in the fall of 1991, divided by total high school graduates. Source: Basic Educational Data System.
- **Pupil-Teacher Ratio:** Data Not Available.

FACULTY - Data Not Available.

FISCAL DATA - Data Not Available

TEST RESULTS

- **Pupil Evaluation Program Percent Above State Reference Point:** The percent of students tested scoring above a minimum level of competence. These pupils are considered to be making normal progress in developing the basic skills of reading comprehension, mathematics and writing. A blank appears if no data were provided, 1991-92. Source: Division of Educational Testing.

- **Program Evaluation Tests:** The mean score is given for each of the three parts of the grade 4 program evaluation test in science and for the total score on the grades 6 and 9 program evaluation tests in social studies. A blank appears if no data were provided, 1991-92. Source: Division of Educational Testing.

- **Preliminary Competency Test Percent Above State Reference Point:** The percent of students tested making normal progress in developing the basic skills of reading comprehension and writing. A blank appears if no data were provided, 1991-92. Source: Division of Educational Testing.

- **Regents Examinations:** Percent of average grade 9-12 enrollment tested, percent passing of number tested and the number of students passing the examination as a percent of the average grade enrollment are shown for the following June 1992 Regents examinations: Comprehensive English, Global Studies, United States History and Government, Comprehensive French, Comprehensive Spanish, Sequential Mathematics Course I, Sequential Mathematics Course II, Sequential Mathematics Course III, Earth Science, Biology, Chemistry, and Physics. The percent of the average 9-12 enrollment tested may be over 100 percent if the number of students tested was greater than the average enrollment in grades 9-12, for example, when a large number of eighth graders are tested. A blank appears if the school does not have enrollment in grades 9-12 or the school did not offer a particular examination. The percent passing will appear as the only statistic for an examination when the school does not have grades 9-12. Source: Division of Educational Testing.

TABLE 1
STATISTICS FOR NONPUBLIC SCHOOLS
FEBRUARY 1993 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Enrollment					Annual Attendance Rate	Dropouts and Youth at Risk			Graduates		Pupil Teacher Ratio
	Total	Percent White	Percent Black	Percent Hispanic	Percent Other		Dropout Rate	Percent Free/ Reduced Lunch	LEP Rate	Percent Regents Diploma	Percent to College	
New York City	263,984	59.0	19.1	17.7	4.2	NA	0.3	NA	5.9	29	91.4	NA
Other Nonpublic	205,074	84.2	8.6	4.1	3.1	NA	0.2	NA	1.7	40	93.2	NA
Total Nonpublic	469,058	69.9	14.5	11.8	3.8	NA	0.3	NA	4.1	33	92.1	NA

TABLE 2
STATISTICS FOR NONPUBLIC SCHOOLS
FEBRUARY 1993 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Classroom Teachers								Fiscal Data			% Distribution of Expenditures						
	% Minority	Annual Turnover Percent	Median Salary	Certification			Median Years Exp.	Percent Master's +30 or Doctorate	Expend Per Pupil Unit	NYS Revn Shar	Combnd Wealth Ratio	Instruction			Cent Admn	Tran	Debt Serv	Misc
				Percent Permanent	Percent Provisional	Percent Other						Exclu Fr Bn	Frng Bnft	Total				
		NOT AVAILABLE																

TABLE 3
STATISTICS FOR NONPUBLIC SCHOOLS
FEBRUARY 1993 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Pupil Evaluation Program % Above SRP					Program Evaluation Tests Mean Scores					PCT % Above SRP	
						Grade 4 Science			Grade 6 Social Studies	Grade 8 Social Studies	Grade 8 Reading	Grade 8 Writing
						Objective Test		Manipulative Skills				
	Grade 3 Reading	Grade 3 Math	Grade 5 Writing	Grade 6 Reading	Grade 6 Math	Content	Skills					
New York City	78.0	90.6	88.0	80.2	91.0	21	11	17	37	45	92.9	96.6
Other Nonpublic	89.4	96.4	94.4	90.3	96.7	24	12	18	41	50	97.0	98.3
Total Nonpublic	83.1	93.2	90.8	84.4	93.3	22	11	17	39	47	94.5	97.2

TABLE 4
STATISTICS FOR NONPUBLIC SCHOOLS
FEBRUARY 1993 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Regents Examinations											
	Comprehensive English			Global Studies			U.S. History/Government			Comprehensive French		
	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing
New York City	51.3	89.4	45.9	71.6	83.2	59.6	65.2	89.4	58.3	8.2	95.2	7.8
Nonpublic	59.6	95.5	57.0	75.0	90.0	67.6	66.1	94.4	62.4	14.9	96.2	14.4
Total Nonpublic	54.8	96.1	50.5	73.0	86.1	62.9	65.6	91.5	60.0	11.0	95.8	10.5

TABLE 5
STATISTICS FOR NONPUBLIC SCHOOLS
FEBRUARY 1993 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Regents Examinations											
	Comprehensive Spanish			Sequential Math I			Sequential Math II			Sequential Math III		
	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing
New York City	31.8	94.3	30.0	75.8	70.3	53.3	61.5	71.6	44.0	48.1	78.5	37.8
Other Nonpublic	41.7	95.5	39.8	83.3	81.6	68.0	66.4	82.9	55.1	52.7	85.8	45.2
Total Nonpublic	35.9	94.9	34.0	78.9	75.2	59.4	63.5	76.5	48.6	50.0	81.7	40.9

TABLE 6
STATISTICS FOR NONPUBLIC SCHOOLS
FEBRUARY 1993 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Regents Examinations											
	Earth Science			Biology			Chemistry			Physics		
	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing
New York City	24.8	68.1	16.9	68.1	68.5	46.7	52.2	67.5	35.3	17.3	78.8	13.6
Other Nonpublic	47.5	81.4	38.7	76.4	80.8	61.7	56.3	80.8	45.5	24.2	87.4	21.1
Total Nonpublic	34.2	75.8	25.9	71.6	74.0	52.9	53.9	73.3	39.5	20.2	83.0	16.7

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